



Mid Term Evaluation Report of the UNDP/GEF Samoa Project

'Enhancing Resilience of tourism-reliant communities to climate change

'risks (PIMS#4566)

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Acronyms	NZAP New Zealand Aid Programme
AF Adaptation Fund	PA Project Assistant
CAM Climate Change Adaptation and Mitigation Methodology	PCCSP Pacific Climate Change Science Program
CC Climate Change	PIR Project Implementation Reporting
CEO Chief Executive Officer	PM Project Manager
CIM Coastal Infrastructure Management (Plan)	PPCR Pilot Programme for Climate Resilience
CLEWS Climate Early Warning System	PSC Project Steering Committee
GEF Global Environment Facility	PSSF Private Sector Support Facility
ICEM International Centre for Environmental Management	SGO Small Grants Officer
ICCRIFS Integration of Climate Change Risks and Resilience into Forestry Management in Samoa	SHA Samoa Hotel Association
IEC Information Education and Communication	SSTA Savaii Samoa Tourism Association
LDCF Least Developing Country Fund	STA Samoa Tourism Authority (the Project implementing partner)
MAF Ministry of Agriculture and Fisheries	STDP Samoa Tourism Development Plan
MNRE Ministry of Natural Resources and Environment	STDE Sustainable Tourism Development Expert
MoF Ministry of Finance	STSP Samoa Tourism Support Program
MTE Mid Term Evaluation	SWA Samoa Water Authority
MWCSD Ministry of Women, Community and Social Development	TCCPU Tourism Climate Change Project Unit
MWTI Ministry of Works, Transport and Infrastructure	TCCTF Tourism Climate Change Task Force
NAPA National Adaptation Program of Action	TCRP Tourism Cyclone Recovery Programme
NGO Non-Government Organisation	TDA Tourism Development Area
NPD National Project Director	UNDP United Nations Development Programme (the Project implementing agency)
NPM National Project Manager	

NTCCASS National Tourism Climate Change Adaptation Strategy for Samoa

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Executive Summary

The objective of the Project 'Enhancing Resilience of tourism-reliant communities to climate change risks (PIMS#4566) is to increase the resilience of the tourism sector of Samoa, through mainstream climate risks into tourism-related policy processes and adaptation actions in coastal communities and tourism operators. Further directing this objective are two Project Outcomes:

- Climate change adaptation mainstreamed into tourism-related policy instruments and pubic – private partnerships through
 - Management plans integrating climate risks
 - Technical guidelines on climate resilient beach tourism management practices
 - Recommendations to internalise climate change into existing micro-finance, grant and loan schemes and feasibility of climate risk insurance
- 2. Increased adapted capacity to climate change and disaster risks of tourism–reliant communities through
 - Concrete adaptation actions (community projects and small grant tourism operator projects)
 - Climate early warning and information system
 - Tourism adaptation case studies

The Project commenced on 29 May 2013, and is in its third year of implementation, with a current forecast completion date / end of funding period of January 2017.

Project Strategy

The Project Strategy was extremely ambitious in its scope, particularly given the limited funds and short timeframe available. It was built under a common and logical approach of plan, implement then educate

The scope was entirely appropriate for a National Strategy on helping tourism to increase its climate change resilience. However, in the Consultant's view, only the planning phase should have

formed this funding Project. After the Planning was completed, flow on funding projects could have been formed to deliver the logical flow on phases of implementation and education.

During the development of the Project Strategy there appears to have been insufficient:

- analysis of the Samoan tourism sectors' strengths and limitations to address climate change
- industry based research, and market testing of alternative approaches to changing the product in ways that made it more resilient to climate change;
- limited consideration of the National Tourism Sector Plan¹; and
- minimal benchmarking of what similar countries may have done in this field.

The MTE Consultant undertook a brief analysis of the Samoan tourism environment (see **Attachment 5.4**) and found:

- 1. An over supply of simple budget accommodation products (Fales)
- Products needing to be developed (small fashionable accommodation and innovative cultural experiences) that could in turn reduce demand on beaches and continuous good weather);
- An opportunity to create products that are climate resilient AND authentic AND in line with unmet target market needs; and
- 4. Through delivering the new products, an opportunity to create a new competitive advantage and position this into the National tourism brand.

The Project Design and implementation phases have needed more sustainable tourism development industry expertise at the strategic level.

The focus on the most vulnerable communities within this area requires additional capacity building, time and resources to generate a significant result, which is beyond that available within the Project resources. Had the Project targeted districts and operators with skills and leverage potential, it could then use these as case studies to target the next up and coming stakeholders, in a second Project.

The Project needed updated Coastal Infrastructure Management (CIM) Plans for to provide priorities / direction from the onset. The fact that this work has still not been completed,

¹ See Section 5.4 for salient points that the MTE Consultant has interpreted from the Plan, and their implications for the Project

strategically limits the correct prioritisation of this Project's initiatives – particularly at the community level.

Project structure and monitoring

The Project Results Framework included a number of indicators that failed the SMART test. Many indicators could not be measured until after all of the works had been completed. Consequently, during the MTE the Consultant and Project Team replaced the poor performing indicators, rebuilt the Project Results Framework, re-tested it using the SMART assessment, reinserted performance levels for the base line and annual reporting made against the framework to date, and forecast results to the end of the Project.

While financial monitoring has been strong, there has been inadequate project management time tracking. The Project should be utilising project management software to show time estimates for each output and its tasks, dependent tasks, critical path and human resourcing allocations (especially for the Project Team).

Progress towards results

The Project has reached a critical transition point where sufficient progress has been made to signal some degree of successful outcome by the end of the Project period. However, this same transitionary point is under enormous pressure to deliver, given the Project timeframe is well past its actual halfway point. While the planning has been done, the first round of small grants have been rolled out, and the Project is poised to commence community based concrete projects and the second round of the small grants program as well as commencement of the Climate Early Warning System (CLEWS), the mid term indicator assessment confirms the Project is behind where it should be. Specifically:

- Only two indicators are Achieved
- 10 indicators are on target to be Achieved
- 9 indicators are not on target to be Achieved

The mid term achievement rating is well below where it should be:

There were 11 positive scores (five highly satisfactory and six satisfactory)

 There were 11 negative scores (five unsatisfactory, two most unsatisfactory and four highly unsatisfactory)

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In the Consultant's view, there are a number of issues with the work quality of some project outputs, and under realised the conversion of some outputs into the mainstream tourism environment. In particular, most initiatives that have been largely completed have not been converted into training, or distributed to stakeholders or integrated into mainstream tourism policy and planning. So in essence what has been completed is sitting in isolation, and is yet to achieve the essence of the Project objective to integrate climate change adaptation policy and planning into mainstream tourism policy and planning.

Project implementation and adaptation – Sustainability

The most frequently and strongly reported risk has been insufficient technical staff to undertake the work required in the timeframe available, and a subsequent over-reliance on short term consultants. The second most reported risk has been various issues associated with procurement of consultants². The longer term risk sits with there being insufficient human and financial resources available to continue with the Project direction after the Project funding is expended.

There is currently a high risk that the level of stakeholder ownership (including government and other key stakeholders) will be insufficient to allow the Project outcomes/benefits to be sustained. There are signs of community consultation burnout, through decreasing attendance levels, decreasing quality of input and decreasing ownership of results. Further consultation at the workshop/group level is unlikely to be successful. One on one in situ consultation is going to be needed for consultation associated with the remaining key elements of this Project.

The Quarterly Reports need clearer and stronger coverage of Project challenges and solutions. Where a challenge appears to be reoccurring, more attention and perhaps a more strategic solution needs to be given, with greater input and involvement from the Steering Committee. Recommendations to improve communication, monitoring and project management need more attention in Project reporting and should be the shared responsibility of STA senior management and the Steering Committee, not just the Project Manager.

distribution channels to access sufficient bidders or the necessary specialist expertise (last point found with Samoan government's channels more than UNDP channels).

² Procurement issues reported by the Project Team appear to be the result of one or a combination of: poor framing of ToR; complex or time consuming procedures for reviews and revision of ToR; and inadequate

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Figure 1 Timeline of progress in Project management and implementation of the Projects outputs





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Table 1 MTE Ratings and Achievement Summary Table for the Project: Increase the resilience of the tourism sector of Samoa through mainstreaming climate risks into tourism-related policy processes and adaptation actions in coastal communities and tourism operators

Measure	Outcomes	MTE / Sustainability Rating	Achievement description
Project Strategy	(no outcome defined in Inception Report)	MU	The Project set up too wide a scope to be achieveable in the timeframe available. It was not adequately designed to overcome insitutional, policy and financial barriers identified in the early stages of project design (UNDP-GEF (2013) Project document) and presented in Table 3.1 . There was insuficient design work to build a central team of core expertise to undertake most of the project and transfer skills and outputs into mainstream policy, planning and organisations
Progress towards results	 Climate change adaptation mainstreamed into tourism-related policy instruments and public-private partnerships 	MU	While policy and planning instruments have been developed, they have not been integrated into mainstream sectors where they can be 'owned' and implemented The only opportunity for public private partnerships at this point in the Project is the Small Grants Program, and the extent to which this has formulated partnerships is questionnable
	2. Increased adaptive capacity to climate change and disaster risks of tourism-reliant communities	MU	The Plans, Technical Guidelines and Reports produced to date are yet to reach stakeholders, and do not have sufficient human and financial resources for their implementation. There are no completed 'concrete projects' and none of the small grant projects are large enough to create a measurable increase in adaptive capacity
Project implementation and adaptive management	(no outcome defined in Inception Report)	MS	The Project has been overly constrained by inadequate procurement. There has been insufficient technical tourism and planning expertise in the project team from the onset, and an over reliance on 'one off appointed consultants, adding to slow implementation. Significant scope adaptation is required (a consolidated focus) for the Project to have a chance at being implemented within the remaining timeframe
Sustainability	(no outcome defined in Inception Report)	ML	There are moderate risks that there will be insufficient human and financial resources available to continue with the Project direction after the Project funding is expended. Signifificant scope adaptation and tourism expertise is required to make the most of the remaining time and resources, such that further in country capacity is built.

Key for MTE Rating:

Highly Satisfactory (HS)Objective/outcome is expected to achieve or exceed all its end-of-project targets, without major shortcomings. Progress towards the objective/outcome can be presented as "good practice".
Objective/outcome is expected to achieve most of its end-of-project targets, with only minor shortcomings.Moderately Satisfactory (MS)Objective/outcome is expected to achieve most of its end-of-project targets but with significant shortcomings.Moderately Unsatisfactory (MU)Objective/outcome is expected to achieve its end-of-project targets with major shortcomings.Unsatisfactory (HU)Objective/outcome is expected not to achieve most of its end-of-project targets.Unsatisfactory (HU)Objective/outcome is expected not to achieve its midterm targets, and is not expected to achieve any of its end-of-project targets

Key for Sustainability Rating:

Likely (L)
Moderately Likely (ML)
Moderately Unlikely (MU)
Unlikely (U)

Negligible risks to sustainability, with key outcomes on track to be achieved by the project's closure and expected to continue into the foreseeable future Moderate risks, but expectations that at least some outcomes will be sustained due to the progress towards results on outcomes at the Midterm Evaluation Significant risk that key outcomes will not carry on after project closure, although some outputs and activities should carry on Severe risks that project outcomes as well as key outputs will not be sustained

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Recommendations

The following recommendations are a bold attempt to realign the Project to its original objectives and strengthen Samoa's tourism offering.

The major opportunity for this Project to better achieve its objective within its remaining resources and timeframe is the insertion of highly targeted tourism and design expertise and the re-scoping of the Small Grants Program.

It is recommended to increase the funding pool of the Small Grants Program and offer more funds to each applicant. This is likely to incentivise greater industry leverage, and create a higher and more measurable degree of resilience to climate change among participating tourism businesses.

It is also recommended to recruit an integrated team of sustainable tourism development, architect, local fale builder(s), building engineering, landscape architecture and government approval expertise, to provide product and environmental design solutions to the project – firstly through the creation of improved designs for beach fales, and then for shortlisted applicants of the revised Small Grants Program. The team could greatly enhance each application to concurrently build climate change resilience and competitive advantages into Samoa's tourism product mix.

These two recommendations would not only create a set of case studies worthy of the final capacity building outcome of this Project, they would increase the overall competitiveness of Samoa as a tourism destination.

The MTE Report has listed the recommendations to start with Monitoring, Evaluation and Project Management, because these should be addressed first to establish an improved operating environment that will in turn help to achieve the other outcome based recommendations.

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Table 2 Recommendations for Outcome 3: Monitoring and evaluation

Rec #	Recommendations for Outcome 3	Supporting comments	Timing	Entity Responsible
3.1.1	Implement the revised Project Results Framework	Commence using the Revised Project Results Framework (see Table 3.3) for ongoing Quarterly Reporting, Annual Reporting and the Final End of Project Evaluation For justification, see Section 3.3.2	March 2016 to end of Project	Project Manager (PM)
3.1.2	Introduce Project Management Software	Log tasks, connect related tasks, establish a critical path, allocate Project Team Member responsibility, allocate external resources required For justification, see Section 3.2.1	March 2016	UNDP Focal Point, PM, STDE
3.1.3	Consider adjusting the PIR Reporting to enhance presentation of project status	Adjust the Table formatting so that reporting can be compared to forecast results and recommended improvements are separated from the status report For justification, see Section 3.2.1, 3.3.4	2016	UNDP GEF M&E Team in the New York Headquarters
3.1.4	Submit PIR and Quarterly Reports to the STA CEO for approval	Gaining approval should enhance awareness, support and capacity building within the STA For justification, see Section 3.2.1	March 2016	Project Manager
3.1.5	Adjust all Steering Committee Meeting Agendas and records to follow up past actions and send out Meeting Records within two weeks of the meeting	Each Meeting Agenda and subsequent record should re-present key decisions made, so they can be followed up and fully implemented. The circulation of minutes after SC, so that stakeholders have the chance to make comments while still fresh from meeting, and minutes should be then signed and circulated to all stakeholders for their record For justification, see Section 3.2.4	March 2016	Project Assistant

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Table 3 Recommendations for Outcome 4: Project Management

Recommendations for Outcome 4	Supporting comments	Timing	Entity Responsible
Extend the Project period for a further six months	The Project has had inception and procurement delays amounting to approximately one year. 2015 saw the Project accelerate progress, undertake all of the planning and ground work critical for construction-related work, and the rollout of the first round of the Small Grants Program. This MTE Report has restructured the Project to narrow the scope, reduce the risk of construction-procurement based delays, and maximise the impact within the tourism industry.	March 2016 (for documentation and approval)	UNDP Focal Point
	With the planning completed and the project restructured and de-risked, the project is now positioned to deliver its objectives. But there is still some recruitment and detailed planning to follow these recommendations.		
	The Consultant believes that extending the Project a further six months will provide the necessary:		
	2 – 3 months to approve this MTE Report, recruit additional expertise and fine tune the Work Plan within the agreed Project		
	 additional one month to enhance Output 2.3 Case Studies, to maximise the potential for significant communication and capacity building from the Project; and additional 2 – 3 months for a Program Evaluation 		
Recruit a Sustainable Tourism Development Expert to assist coordinate implementation of the re-scoped project	For efficiency and effectiveness, it is recommended to concurrently recruit a Sustainable Tourism Development Expert (STDE) (Recommendation 1.2.3). The recruitment could source an individual or a company. The Scope of Work could be broken into two phases	March 2016 (recruitment) and April to end of Project for	UNDP Focal Point
	 Phase Two focussed on work plaining and design, and Phase Two focussed on construction supervision and case study documentation. 	implementation)	
	The role of the STDE in Phase One would be to provide the Project Manager with significant strategic tourism expertise that can maximise the integration of the project outcomes into mainstream tourism policy, planning and development, starting with the integration of the Management Plans, Technical Guidelines and Micro Finance Report into STA tourism policy and planning instruments, and following on with assisting the Small Grants Officer to redesign the second round of the Grants Program, building tourism industry capacity to integrate climate change resilience and adaptation into their business, and providing leadership in the development of products and experience that are an alternative to fine weather dependent beach experiences. The STDE should have strong experience in tourism industry development, climate change adaptation and project management. The STDE would be remotely available to the team and visit Samoa approximately five times over the remaining Project duration, to work closely with the Project team in solving their barriers to implementation and adding value to their work to maximise implementation capability. The STDE would report directly to the Project Manager and UNDP Focal Point. The role of the STDE in Phase Two would be to provide advice on how sustainability development goals (economic, environmental and social and cultural) can be integrated into Recommendations 1.2.3, 2.1.2C, 2.3.1, 2.3.2, 2.3.3, 2.3.4 and 2.3.5		
	Z.S.S. For justification, see Section 3.2.4, 3.3.1, 3.3.5, 3.3.7, 3.4.2, 3.4.3		
	Recommendations for Outcome 4 Extend the Project period for a further six months Recruit a Sustainable Tourism Development Expert to assist coordinate implementation of the re-scoped project	Recommendations for Outcome 4 Supporting comments Extend the Project period for a further six months The Project has had inception and procurement delays amounting to approximately one year. 2015 saw the Project accelerate progress, undertake all of the planning and ground work critical for construction-related work, and the roliout of the first round of the Sframe Grants Program. This MTE Report has restructured the Project to narrow the scope, reduce the risk of construction- procurement based delays, and maximise the impact within the tourism industry. With the planning completed and the project restructured and de-risked, the project is now positioned to deliver its objectives. But there is still some recruitment and detailed planning to follow these recommendations. The Consultant believes that extending the Project a further six months will provide the necessary:	Recommendations for Outcome 4Supporting commentsTimingExtend the Project period for a further six monthsThe Project has had inception and procurement delays amounting to approximately one year. 2015 saw the Project accelerate the Small Crants Program. This MTE Report has restructured the Project to narrow the scope, reduce the risk of construction- procurement based delays, and maximise the impact within the tourism industry. With the planning completed and the project restructured the Project is now positioned to deliver its objectives. Exit there is still some recruitment and delaied planning to follow these recommendations.March 2016 (for documentation and approval)Recruit a Sustainable Tourism Development Expert to assist coordinate in project restructured and de-risked, the project is now positioned to deliver its objectives. Exit there is still some recruitment and delaied planning to follow these recommendations.March 2016 (feourimentation and capacity building from the Project; and a additional expensise and fine tune the Work Plan within the agreed Project parameters; a additional 2 – 3 months to approgram EvaluationMarch 2016 (feourimentation and capacity building from the Project; and a additional 2 – 3 months for a Program EvaluationMarch 2016 (feourimentation and capacity building from the Project; and a additional 2 – 3 months for a Program EvaluationMarch 2016 (feourimentation of the project some source and individual or a company. The Scope of Work could be broken into two phasesMarch 2016 (feourimentation)Recruit a Sustainable Tourism Development Expert to assist coordinate implementation of the STDE in Phase One toousted on work planning and design; and • Phase Two focussed on work planning and design; and • Phase Two focussed on w

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Table 3 Recommendations for Outcome 4: Project Management (CONT.)

Rec #	Recommendations for Outcome 4	Supporting comments	Timing	Entity Responsible
4.1.3	Transfer recruitment of experts to the UNDP procurement Section	The Project is time poor and recruitment has continuously delayed the project. Recruitment of the expertise required will be streamlined if done through the UNDP (as implementing partner). There are funds in the Project to fund this additional cost. In transferring expertise to the UNDP implementing, it is essential that the Ministry of Finance is kept fully informed of procurement activity. For justification, see Section 3.4.1	March 2016 to end of Project	UNDP Focal Point
4.1.4	Conduct Program Evaluation	Conduct as per UNDP Evaluation Guidelines	May – June 2017	UNDP Focal Point

Table 4 Recommendations for Outcome 1: Climate change adaptation mainstreamed into tourism-related policy instruments and public-private partnerships

Rec #	Recommendations for Output 1.1 (Management Plans)	Supporting comments	Timing	Entity Responsible
1.1.1	Print and distribute the Management Plans	Copies to go to relevant parts of STA, government departments, participants of workshops and Steering Committee	March – April 2016	Project Assistant (PA)
1.1.2	Establish a Climate Change section of the STA website and upload the Management Plans to the section	Establish a new section on samoa.com that addresses Samoa and climate change. Structure the landing page to feature: an outline of the potential impacts of climate change to Samoa, Technical Reports (Management Plans, Technical Guidelines and Microfinance), Small Grants Program, Case Studies and Contact for more information	March – April 2016	STA – Marketing and Promotion Division
Rec #	Recommendations for Output 1.2 (Technical Guidelines)	Supporting comments	Timing	Entity Responsible
1.2.1	Print and distribute the Technical Guidelines document	Copies to go to relevant parts of STA, government departments, participants of workshops and Steering Committee	March – April 2016	STA – Marketing and Promotion
L				DIVISION

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Rec #	Recommendations for Output 1.2 (Technical Guidelines)	Supporting comments	Timing	Entity Responsible
1.2.3	Recruit a team to design a set of options to build improved Fales outside the coastal erosion hazard zone	Recruit an Architect, Building Engineer, Landscape Architect, one or two local builders of Fales that have demonstrated some innovation in their building design and construction, PUMA representative and Ministry of Works - Assets and Infrastructure Division representative, to assist the STDE produce a set of options to build improved Fales outside the coastal erosion hazard zone, consistent with the Technical Guidelines and linked to the revised Small Grants Program (Recommendation 2.1), so that new projects applying for funds can directly adopt the new designs.	May – July 2016	Project Manager (PM)
		The set of options for new Fales outside of the coastal erosion hazard zone would reflect:		
		 varying budgets and designs; greater building strength; Samoan authenticity in built and vegetation forms; construction methods and materials that are available to Samoans; and needs of the tourism target markets, so that the product is competitive. 		
		The options would consider the previous (2012) work on improving the climate resilience for traditional fales done under a UNDP project for reconstruction following Cyclone Evan.		
		The team would visit a collection of Fales, then develop a set of alternative designs, and then after target market feedback, refine and finalise the designs.		
		The roles of the STDE for this recommendation would be to:		
		 lead the expert team to ensure the options fit the needs of tourism target markets and the local industry; determine target markets and their needs in relation to a coastal accommodation experience; test the options with representatives of target market visitors and make subsequent recommended improvements to the Design Team; and ensure the accommodation options are creative, different and competitive with the existing beachfront equivalent opportunities currently available. 		
		The roles of the Architect and Building Engineer would be to:		
		 design buildings that are far more resilient to storms, reflect input from the STDE, reflect elements of traditional Samoan designs, are buildable by local builders, and are cost effective to build and maintain; provide for each option, a floor plan, building cross sections, typical details and brief notes to assist local builders be able to construct in accordance with the design and engineering package yet allow the builder to customise and finalise their own dwelling to suit local conditions; provide tyical details for concrete slabs or footings for fales; identify building materials required; and provide broad order cost estimates for the materials. 		
		The roles of the local builder(s) of Fales would be to provide cultural design input & ensure buildabilty by local builders.		
		(Continued over page)		

Table 4 Recommendations for Outcome 1: Climate change adaptation mainstreamed into tourism-related policy instruments and public-private partnerships (CONT.)

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Table 4 Recommendations for Outcome 1: Climate change adaptation mainstreamed into tourism-related policy instruments and public-private partnerships (CONT.)

Rec #	Recommendations for Output 1.2 (Technical Guidelines)	Supporting comments	Timing	Entity Responsible
1.2.3 (CONT)	Recruit a team to design a set of options to build improved Fales outside the coastal erosion hazard zone (CONT)	 The roles of the Landscape Architect would be to: provide typical design guidelines for site master planning which includes the integration of the multiple fales including orientation to wind, sun, private and common outdoor spaces, pedestrian and vehicle access and circulation; and provide design guidelines for erosion protection, surface and bank stabilisation, surface drainage/ infiltration and water storage from roofs; design concept site plan options for the layout of the new building and surrounding private and common outdoors spaces, including access for visitors and staff; and incorporate planting concepts with typical plant lists, that address erosion control, provide shade and a natural and distinctive landscape reflective of the local environment and visitor experience. The role of the PUMA representative would be to ensure local environmental design issues are considered by the design team. The role of the Ministry of Works - Assets and Infrastructure Division representative would be to ensure the designs are consistent with the Samoan building code (or equivalent) and can already achieve an in-principle building approval. The PUMA / Ministry of Works - Assets and Infrastructure Division representatives should also investigate the authority to stop construction on beaches located inside the high tide / storm surge line, and whether the PUMA Act needs refinement to accommodate this. This could incentivise more operators to build new fales behind this 'line in the sand' 	May – July 2016	Project Manager (PM)
1.2.4	Upload the final Fale design options to the Climate Change section of the STA website	Upload in a position close to the Technical Guidelines	July 2016	STA – Marketing and Promotion Division
Rec #	Recommendations for Output 1.3 (Micro finance)	Supporting comments	Timing	Entity Responsible
1.3.1	Print and distribute the the Samoan Tourism Sector Financial and Environment Risk Management Implementation Plan Report	Copies to go to relevant parts of STA, government departments, participants of workshops and Steering Committee	March – April 2016	STA – Marketing and Promotion Division

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Table 5 Recommendations for Outcome 2: Increased adaptive capacity to climate change and disaster risks of tourism-reliant communities

Rec #	Recommendations for Output 2.1.1 (Concrete community- based adaptation actions)	Supporting comments	Timing	Entity Responsible
2.1.1A	Activate the Manase beach protection and re-nourishment project	Finalise the project contract, and project manage implementation as efficiently as possible. Continue regular project monitoring and reporting to the Steering Committee For justification, see Section 3.2.4	March 2016 (activation) May – Aug (implementation)	РМ
2.1.1B	Remove the Saleapaga Shelter, Manono Jetty and Water Resource Management initiatives (for Falealupo and Manono) from the Project	Seek an alternative Program sponsor for the projects and hand over copies of relevant intellectual property that could assist with further implementation. Advise relevant stakeholders that the projects are unable to proceed due to insufficient time and resources For justification, see Section 3.2.4	March 2016	РМ
2.1.2A	Reform the Small Grants Program	 The Small Grants Officer, STDE and Project Manager would workshop and document reforms to the Small Grants Program. The revised Program would then be distributed to the Project Steering Committee for review, and presented at a Steering Committee Meeting for endorsement. The arguments for the reforms are addressed in Section 3.2.4 The major reforms proposed are: offer larger grants for bigger and more integrated approaches to developing climate change resilience among tourism businesses, in exchange for greater matching support and evidence of professional competency; target projects that withdraw / relocate / rebuild assets in ways that strengthen the structures and enhance their product appeal develop authentic experiences that are not fine weather beach dependent and strengthen Samoa's appeal and competitiveness shortlist applicants and send a group of experts to enhance each application for the benefit of the Project and the operator's business (see Recommendation 2.1.2B) Details of the proposed reforms are provided in Attachment 5.3. For justification, see Section 3.2.4, 3.4.3 	June – July 2016	Small Grants Officer (SGO), Sustainable Tourism Development Expert (STDE) and PM
2.1.2B	Activate the second round of the (revised) Small Grants Program	The approved second round of the Grants Program would then be relaunched into the local industry. The Small Grants Officer would offer to visit shortlisted proponents to explain how the project has changed and guide their applications	August 2016	SGO

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Rec # **Recommendations for Output** Supporting comments Timing Entity 2.1.1 (Concrete community-Responsible based adaptation actions) 2.1.2C Assist grant proponents enhance The Fale Design Options Team (Small Grants Officer, Sustainable Tourism Development Expert, Architect, Building September 2016 SGO & Fale their proposals Engineer, Landscape Architect, PUMA representative and Ministry of Works - Assets and Infrastructure Division **Design Options** Representative) would be reformed for a two-week intensive tour of the shortlisted grant proponent's tourism operation Team sites. The team, led by the Small Grants Program Officer, would tour Samoa to spend up to one day per proponent, visiting the site, and working with the proponent to: . create a vision for the business that is climate change resilient and more competitive to target markets, depicted on a concept site map (laminated showing grant works and future staged completion) to inspire and direct the operator for vears to come: jointly choose the most effective parts of the vision to deliver through the Grant (stage 1 of a multi staged initiative): • add value to the grant works component through detailed design; and shape design to streamline development approvals so they can be fast tracked and not delay project implementation • For justification, see Section 3.3.5 Rec # **Recommendations for Output** Supporting comments Timing Entity 2.1.2 (Small Grants Program) Responsible 2.1.2D Implement the approved projects The successful applicants would then deliver their projects as per the agreed grant agreements. The Small Grants Officer Oct 2016 - Feb SGO and and Sustainable Tourism Development Expert would tour the project sites twice during the implementation period, to 2017 successful ensure projects were being delivered as agreed, and to jointly solve any strategic issues with the operator. applicants

Table 5 Recommendations for Outcome 2: Increased adaptive capacity to climate change and disaster risks of tourism-reliant communities (Cont.)

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Table 5 Recommendations for Outcome 2: Increased adaptive capacity to climate change and disaster risks of tourism-reliant communities (CONT)

Rec #	Recommendations for Output 2.3 (Case Studies)	Supporting comments	Timing	Entity Responsible
2.3.1	Commission a video producer to make a documentary about the lead grant recipient projects	Develop ToR for a video to be produced that documents the grant recipients that demonstrated the best outcomes in line with grant program objectives. Research of the best projects to feature, what to feature and what to film about them, including liaison with the operator to gain their full support to access the site, film and interview them on camera, and the development of a tour program and script. It is acknowledged that some operators may not want to participate, but most have done so in the past, because they are keen to get the additional positive profile that flows through to social media and potential customers For justification, see Section 3.2.4, 3.3.6	Feb 2017	SGO and STDE
2.3.2	Seek out a group of emerging operators for capacity building	Design a flier and promote the opportunity for emerging operators interested in making their tourism business more resilient to climate change, to come on a tour of operators that have just done this (the grant recipients). Participants would have their travel costs covered and there would be no cost to attend. Participants would agree to be interviewed along the way about what they learn from the tour. For justification, see Section 3.3.6	Feb 2017	SGO & STDE
2.3.3	Tour the projects to film each site and its grant features, and interview the operator	The Technical Advisor, Sustainable Tourism Development Expert and Video producer would then do most of the filming for the Project. The video would capture the Sustainable Tourism Development Expert introducing each project, an interview with each grant recipient and pick up all of the background footage for voice overs	March 2017	SGO & STDE
2.3.4	Conduct the study tour	Immediately after the first tour, the Small Grant Officer or Technical Advisor and Sustainable Tourism Development Expert would then collect a group of emerging operators interested in making their businesses more climate resilient, and take them on a tour of the case studies. The operators would see first hand how each grant recipient had done. The team would introduce each project, then the operator would take the group for a site tour, and then the group would have a facilitated discussion led by the Sustainable Tourism Development Expert, to gain their reactions to the work. The reactions would be captured on video for integration into the documentary	March 2017	SGO & STDE
2.3.5	Edit and produce the documentary	The video producer would then edit the film down to an introduction, set of case studies and conclusion. A Draft would be shown to the Steering Committee for feedback, and then a final with music and fine grain editing would be produced for distribution For justification, see Section 3.4.3	April 2017	Video Producer & STDE
2.3.6	Upload the documentary to the Climate Change section of the STA website and distribute	The video would be uploaded onto YouTube and linked to the STA website Climate Change landing page. For stakeholders with limited internet access / download, it could be produced onto flashdrives for physical distribution	April 2017	STA – Marketing and Promotion Division



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1. INTRODUCTION

1.1 PURPOSE & OBJECTIVES

The purpose of this Mid-Term Evaluation (MTE) is to provide an overall assessment of the Project known as 'Enhancing Resilience of tourism-reliant communities to climate change risks (PIMS#4566) (the Project) and an opportunity to critically assess administrative and technical strategies and issues. The evaluation has been designed to evaluate:

- Project Strategy (design and results framework / logframe);
- Progress towards Results;
- Project Implementation and Adaptation;
- Sustainability; and
- Recommendations to improve the potential of the Project to achieve expected outcomes and objectives within the Project budget and timeframe.

Attachment 5.1 presents the MTE Terms of Reference. The primary audience for this MTE Report could be targeted towards: Project Management Team, Samoa Tourism Authority (the Project implementing partner), and the UNDP (the Project implementing agency).

1.2 APPROACH

1.2.1 Summary of Approach

The consultant structured the tasks into a three-phased approach

Phase One - Project establishment, involved:

1a) Review of project documents

- 1b) Prepare Draft Project Inception Report (clarifying objectives and methods of the Midterm Evaluation)
- 1c) Travel Australia (Newcastle) to Samoa (Apia)
- 1c) MTE Inception Workshop (face to face and finalise Inception Report)
- 1d) Submit Final MTE Inception Report
- Phase Two Project analysis, involved:
- 2a) Stakeholder interviews (government & NGO's)
- 2b) Saleapaga and Lalomanu site visit and interviews
- 2c) Manono site visit and interviews
- 2d) Savaii site visit and interviews
- 2e) Manase & Falealupo interviews (site visits and interviews)
- 2f) Analysis and Evaluation (Project Strategy, Progress towards Results, Project Implementation and Adaptive Management, Sustainability)
- 2g) Satuiatua interview (site visit and interview), Afu Au site visit & interview
- 2h) Additional 'pick-up' interviews
- 2i) Draft recommendations
- 2j) Presentation of initial findings
- 2k) Travel Samoa to Australia
- Phase Three Report production, involved:
- 3a) Produce Draft Report
- 3b) Project Management review Draft Report
- 3c) Finalise Report and submit



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Attachment 5.2 presents the MTE Evaluation Framework built to direct information gathering and synthesis.

The two limitations of the Approach were:

- 1 The Project Manager resigned in December 2015, and left the position early in the MTE Project. The departure limited access to some information, may have limited feedback on the Draft Report, and may limit short term implementation while a replacement is recruited and settles into the role. In order for the MTE Consultant to access the Project Manager before she left the position, The Mission period was brought forward into the time allocated for document review. This in turn compressed the consultant's initial timeframe
- 2 The CEO of Samoa Tourism Authority could not be accessed for an interview during the MTE Mission

1.2.2 Document review

The UNDP (as the implementing agency) established a suite of folders containing various reports. The UNDP Guidelines for Mid Term Evaluations recommend the client provide the consultant with a tailor written guide to reviewing the Project specific documents (such as which ones to read first to support the development of the Inception Report, and which ones can be reviewed later as part of the mission). Unfortunately, a guide was not written up and sent to the consultant. Documents targeted and reviewed by the consultant were:

- Project Document (May 2013)
- Situation Analysis Report (July 2014)
- Project Identification Form (PIF) (no date)
- Project Inception Report (Jan 2015)
- PIRs (2015)
- Project Steering Committee meeting minutes (Sept 2014 April 2015)

During this period, a Draft Inception Report was prepared, in readiness to test assumptions in the Inception Workshop.

1.2.3 Inception workshop

Inception Workshops for Project Evaluations are designed to:

- Introduce the project team members and their roles, and brief the consultant on further Project background, including project stakeholders and the socio/political environment that surrounds them;
- Check off any missing documents or clarify documents with missing details; and
- Discuss and refine the approach to consultation and site visits.
- Double check all main stakeholders are planned to be consulted and confirmed availability to share information with the consultant.

Unfortunately, due to the advanced timeline for the mission, a workshop could not be arranged before the mission. However, it was undertaken before the consultation and site visits commenced, so the overall objective of approach refinement was achieved.

1.2.4 Inception Report

Following the Inception Workshop, the Draft Inception Report was finalised and approved by the UNDP focal point.

1.2.5 Interviews

A Draft interview schedule was developed by the Samoa Tourism Authority (as implementing partner) and sent to the consultant for review. This was then refined by the consultant to segment stakeholders into:

- Project managers
- Project implementers
- Project beneficiaries



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A revised stakeholder table was then presented to the Project Manager and UNDP for consideration. The MTE Consultant noted that the stakeholder list contained a balanced mix of genders across the three segments.

A structure for each interview was then drafted to address, in the context of the organisations responsible actions:

- 1. Clarify organisation and individuals role in the Project, and identify any other persons that should be interviewed but not present at the time;
- 2. Identification of the actions to date that are completed, in progress or not started;
- Forecast of the completion date for actions in progress or not started, and estimation of the likelihood if this being achieved in the remaining project time and resources or recommend project extension – note in particular any actions unlikely to be achieved within the project timeframe;
- Discuss the reasons for deviations from the forecast completion (eg. Management Arrangements, Work Planning, Finance and co-finance, Project-level monitoring and evaluation systems, Stakeholder Engagement, Reporting and Communications;
- 5. Identify opportunities to strengthen implementation, which could include shifting priorities and resources.

The MTE Consultant made notes at each interview, but these notes were kept confidential and none of the comments from stakeholder interviews were attributed to any stakeholder in the Report.

1.2.6 Site visits

The site visits were designed to:

1. View the relevance of the site to the actions proposed (particularly confirming it is a representative and suitable site).

2. View the work undertaken to date, to understand project status, barriers to completion and any improvements in the approach that could enhance delivery of the desired outcome.

Each site visit involved MTE Consultant, the Technical Advisor and Small Grants Officer.

1.2.7 Project evaluation

The consultant then prepared the Mid Term Evaluation, based and in line with GEF UNDP Guidance Midterm Evaluation, addressing: Project Strategy (design and results framework / logframe); Progress towards Results; Project Implementation and Adaptation; and Sustainability, as outlined below:

The first part of the Project Strategy featured an evaluation of the Project Design, involving four steps:

- 1 Review the problem addressed by the project and the underlying assumptions. Review the effect of any incorrect assumptions or changes to the context to achieving the project results as outlined in the Project Document.
- 2 Review the relevance of the project strategy and assess whether it provides the most effective route towards expected/intended results.
- 3 Review how the project addresses country priorities.
- 4 Review decision-making processes.

The second part of the Project Strategy featured an evaluation of the Results Framework / Logframe, involving two steps:

 Undertake a critical analysis of the project's logframe indicators and targets, assess how "SMART" the midterm and end-of-project targets are (Specific, Measurable, Attainable, Relevant, Time-bound), and suggest specific amendments/revisions to the targets and indicators as necessary.



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2 Examine if progress so far has led to, or could in the future catalyse beneficial development effects (i.e. income generation, gender equality and women's empowerment, improved governance etc.) that should be included in the project results framework and monitored on an annual basis.

The third part of the Project Strategy featured an evaluation of the Progress Towards Results, involving four steps:

- 1 Review the logframe indicators against progress made towards the end-ofproject targets; populate the Progress Towards Results Matrix, colour code progress in a "traffic light system" based on the level of progress achieved; assign a rating on progress for the project objective and each outcome; make recommendations from the areas marked as "not on target to be achieved" (red).
- 2 Compare and analyse the GEF Tracking Tool at the Baseline with the one completed right before the Midterm Evaluation.
- 3 Identify remaining barriers to achieving the project objective.
- 4 By reviewing the aspects of the project that have already been successful, identify ways in which the project can further expand these benefits.

The fourth part of the Project Strategy featured an evaluation of the Project Implementation and Adaptive Management elements. This involved an assessment of the following categories of project progress:

- 1 Management Arrangements
- 2 Work Planning
- 3 Finance and co-finance
- 4 Project-level monitoring and evaluation systems
- 5 Stakeholder Engagement
- 6 Reporting
- 7 Communications

The fifth part of the Project Strategy featured an evaluation of the overall financial, socioeconomic, institutional framework and governance, and environmental risks to sustainability factors of the project.

1.2.8 Debrief workshop

Prior to drafting the Project Report, the consultant will compile a preliminary briefing on the results of the evaluation, and the emerging recommendations. A very early version of this could be presented to the Project Steering Committee. A fuller version could then be presented first to the Samoan Tourism Authority, and then the UNDP relevant team members. The Briefing would use a Powerpoint presentation, to present high level insights, trigger discussion, feedback and value adding.

1.2.9 Draft Report

In addition to documenting the evaluation, the consultant then documented the MTE's evidence-based conclusions, in light of the findings, and documented a set of recommendations. The Recommendations were written to be succinct suggestions for critical intervention that are specific, measurable, achievable, and relevant. An Executive Summary was then written that included the recommendations.

1.2.10 Final Report

The Project Manager was supplied an electronic version of the Draft Report for review and feedback, based on GEF UNDP Guidelines on contents for the Mid Term Evaluation Report. The Report was distributed among relevant stakeholders of the Project Management Team, STA (the Project implementing partner), UNDP (the Project implementing agency), and the Ministry of Finance.

The client then sent five versions of the Draft Report containing tracked changes, back to the consultant, as well as two sets of emailed comments. A conference / Skype call was undertaken to discuss the feedback and agree on interpretations of any comments that were



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difficult to interpret clearly. These agreed responses were then documented as an Audit Trail (**Attachment 5.9**), and sent to the Project Manager to act as a frame of reference check to reviewing the revised report, detailing how all received comments have been addressed in the Final Report).

The consultant then finalised the report and submitted it to the Project Manager for approval.

2. PROJECT DESCRIPTION & BACKGROUND CONTEXT

2.1 THE PROBLEM

Climate change includes gradual sea level and temperature rise, increasing frequency and intensity of storm surges and cyclones, and changing precipitation patterns, including high intensity rainfall events and droughts. These forms of change pose a threat to community-based tourism operators and their vital assets located in highly vulnerable coastal areas. Beach tourism is a highly climate-dependent activity, relying heavily on vulnerable natural coastal resources. Tourism is a major economic sector in Samoa, driven by small scale and family-owned businesses as integral part of village areas and key income-generating supplement of mainly subsistence rural livelihoods. The effects of climate change and climate variability on tourism are both direct and indirect. Direct effects include the erosion and loss of beaches, inundation and degradation of coastal ecosystems, saline intrusion and damage to critical infrastructure, reduced reliability of water and food supply. Indirect impacts include the diminished beauty of natural resources, for example bleached coral and destroyed forests, curtailment of some outdoor activities, dangerous swimming and diving conditions. As a consequence, livelihood source of families in rural coastal areas is jeopardized along the complex tourism value chain, involving small beach accommodation,

catering, recreational activities, associated jobs and local supply of goods and services (food, handicrafts, cultural performances, transport, etc).

Climate change is likely to result in more frequent and extreme rainfall events, longer dry spells and drought events, rising sea levels, extreme winds and extreme high air and water temperatures. The focus of climate change scenarios for Samoa is overwhelmingly on the nature and frequency of extreme events (e.g. tropical cyclones, drought) and how their impacts may be exacerbated by sea-level rise. Over a medium time frame, sea-level rise will incrementally impact upon Samoa through events such as flooding, coastal erosion and damage to coastal infrastructure. While low islands (e.g. atolls) are often judged to be more vulnerable to sea-level rise than high (e.g. volcanic) islands, the propensity for communities to be located along the coastal margins results in similar risks and vulnerabilities for all small island groups. In Samoa 70% of the population is reported to live within 1 km of the coast and critical infrastructure (e.g. hospitals, schools, port facilities, power plants, airports, tourism infrastructure) is also located in this zone.

Climate change can affect tourism destinations through both direct climatic impacts and indirect environmental and socio-economic change impact. Tourism operators and associated communities in Samoa are very heavily dependent on the countries natural resource base. Samoan's prime tourist attractions are its tropical climate and pristine beaches, its tropical coastal and inland ecosystems and landscapes, and the traditional culture very closely attached to the use of land-based, coastal and marine environmental resources. Tourism is a major economic sector in Samoa and most tourism areas are located within vulnerable coastal areas. Current and expected climate change trends are highly relevant to the tourism sector.

Long-term solutions at the national level are needed to enhance the capacity of the Samoan Tourism Authority in coordination with related government institutions and private sector associations to create a suitable enabling environment for climate resilient tourism

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businesses. The Project Identification Form (UNDP-GEF 2013 Project document) proposed taking the following actions:

- Integration of climate change and climate-induced disaster risks in the Samoa Tourism Development Plan and related policy instruments (e.g. Environmental Impact Assessment, Tourism Standards, Tourism Fale Operational Guidelines);
- Integration of Climate Change risks into local destination-level planning and management processes at the designated Tourism Development Areas;
- Disaster preparedness and response plans covering both tourists and local populations in an integrated way;
- Climate early warning and information services tailored to tourism sector needs;
- Financial and investment support schemes integrating climate and disaster risk criteria;
- Insurance scheme as climate risk transfer mechanism.

The Project Identification Form (UNDP-GEF 2013 Project document) recommended developing the capacity of local tourism dependent communities and their operators in the following areas:

- Preparedness and response measures to climate-induced extreme events and disasters, including climate proofing of both public infrastructure and tourism establishments;
- Integrated coastal management and shoreline protection that is adapted to climateinduced effects;
- Management of water resources that is adapted to climate-induced disturbances in water supply;
- Ensuring adequate food supply satisfying combined need of tourists and host under climate-induced stresses;
- Adjustment of seasonal tourism operational planning and recreational activities management under changing seasonal weather patterns;
- Use of climate early warning and information services to inform decisions on the above.

Figure 2.1 Beach erosion, failed attempts to stop it with rocks and a retaining wall, and the vulnerable beach fales on the north coast of Savaii



2.2 **PROJECT OBJECTIVE & OUTCOMES**

The project titled *Enhancing Resilience of tourism-reliant communities to climate change risks* (PIMS#4566) is designed to enhance the resilience of tourism-reliant communities to climate change risks by integrating climate change into development policy and instruments, and investing in adaptation actions supporting tourism reliant communities. These were priorities identified under Samoa's National Adaptation

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Programme of Action (NAPA). **Table 2.1** presents the Project Design elements, and shows that the Project Objective is supported by two Project Outcomes, and that each of these are supported by three Project Outputs each.

Table 2.1 Project Design elements

Element	Explanation
Project title:	Enhancing the resilience of tourism-reliant communities to climate change risks.
Project Number:	Atlas Award ID: 00064910
	Project ID: 00081564
Project Overall Objective:	To enhance the resilience of tourism-reliant communities to climate change risks.
Project Outcomes:	1. Climate change adaptation mainstreamed into tourism-related policy instruments and public-private partnerships.
	 Increase adaptive capacity to climate change and disaster risks of tourism- related communities.
Project Outputs: Output for	The two outcomes would be achieved through the delivery of the following two Outputs (in line with targets and indicators specified in the Results Framework of this Report).
	1.1 Management plans integrating climate risks are developed in 6 Tourism Development Areas involving 12 villages.
	1.2 Technical guidelines developed on climate resilient beach tourism management practices.
	1.3 Implement recommendations developed to internalize climate change considerations into existing micro-finance, grant and loan schemes to the tourism sector and feasibility of a climate risk transfer (insurance) mechanism.
Output for Outcome 2:	2.1 Concrete adaptation actions in the management of coastal infrastructure, water resources, shoreline and tourism recreational activities are implemented in 6 TDAs, involving at least 15 community-owned beach tourism operations, ensuring that both women and men participate in and benefit from these investments.
	2.2 Coastal tourism operators are connected to Climate Early Warning and Information System.
	2.3 South-South transfer of tourism adaptation case studies between operators in Samoan TDAs, and counterparts in other SIDS

The Project is to focus on six Tourism Development Areas (TDA's), as identified in **Table 2.2**.

Table 2.2 Tourism Development Areas and villages targeted for Project focus

Tourism Development Areas	Code	Villages
South-East Upolu	TDA1	Saleapaga and Lalomanu
South Upolu	TDA2	Safata – Sataoa and Saanapu
North-west Upolu - Manono	TDA3	Leppuiai and Faleu
Eastern Savaii	TDA4	Lano and Manase
North-west Savaii	TDA5	Falealupo and Satuiatua
South-east Savaii	TDA6	Palauli

Table 2.3 summarises the anticipated work required to deliver each project output, when it was first concepted in the Project Document.

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Table 2.3 Summary of Project outcomes and outputs to meet the objective: Increase the resilience of the tourism sector of Samoa through mainstreaming climate risks into tourism-related policy processes and adaptation actions in coastal communities and tourism operators (Source: Government of Samoa 2013)

Project outcome 1: Climate change adaptation mainstreamed into tourism-related policy instruments and public-private partnerships				
Project outputs	Indicative actions			
1.1 Management plans integrating climate risks are developed in 6 Tourism Development Areas involving 20 villages	 Develop, disseminate and discuss with stakeholders involved a detailed methodology note for preparing the management plans. Train local stakeholders in vulnerability and adaptation assessments, adaptation options and planning. Undertake detailed vulnerability and adaptation assessment, incorporating among other things, gender considerations, climate and disaster risks and sensitivities, coping capacities, best practices and lessons learned, and criteria for adaptation options. Apply participatory mapping using 3 dimension (3D) models for community planning which have received much community acceptance in the Asia-Pacific region. Identify and select preferred package of adaptation options based on multiple critera through multistakeholder discussions, and include focus group discussions with tourists in that process. Define roles and responsibilities to implement management plans. Widely disseminate and discuss the finalized management plans and initiate its implementation. 			
1.2 Technical guidelines developed on climate resilient beach tourism management practices	 Literature review on best practices and lessons learned internationally with regard to the four thematic areas to be covered by the technical guidelines. Assessment and documentation of best practices and lessons learned within the targeted Tourism Development Areas (TDA's) through field research and broad consultation (with experts, local communities, operators and tourists), assuring views and expertise (modern and traditional) of both women and men are fully incorporated. Identification of options and approaches most suitable for the local conditions and expectations which may vary between TDAs. Design with a selection of end users the contents and format of the guidelines. Organise community engagement forums in each TDA to introduce and validate the draft Guidelines. Produce the guidelines. Disseminate the guidelines to at least 50 tourist operations within six TDAs and train these on the the practical application and usefulness of the guidelines for their livelihoods. 			
1.3 Recommendations developed to internalise climate change considerations into existing micro- finance, grant and loan schemes to the tourism sector and feasibility of a climate risk transfer (insurance) mechanism	 Take stock of existing micro-finance and insurance options available through Banks or that administered by the Ministry of Finance and targeting the private sector which could potentially support climate resilient investments and climate risk insurance. Assess demand, issues and contraints and options to address these with regard to accessing the identified finance instruments by the tourism operators through analyses and multistakeholder discussions. Analyze examples of micro-finance and risk transfer schemes from other developing countries and SIDS (Pacific, Caribbean, Indian Ocean) to present options for Samoa. Engage with existing insurers and service providers in Samoa and outline their constraints for offering risk transfer mechanisms for small scale tourism operators. Conduct a series of consultations with potential providers of micro-insurance to consider whether better policy and institutional linkages (Output 1.1), management plans, or site development plans consistent with climate smart guidelines (Output 1.2) improves circumstances to enable the offering of risk insurance to small scale tourism operators and reliant communities. Provide advice to Ministry of Finance on establishing procedures for a small grants facility for tourism operators to implement climate smart adaptation measures based on management plans, site development plans and/or guidelines produced under this LDCF project. Implementation of the small grants facility will be a sub-component of Output 2.1. In terms of mechanism, one option to be further explored would be creating an adaptation window under the PSSF. Lobbying to Ministry of Finance for establishing a tourism environmental / climate change grants, subsidies, taxes and incentives sustained by the results of the project. (reward on evironmental results or environmentally fliendly tools or technologies in particular for water, energy and waste solutions). 			

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Table 2.3 Summary of Project outcomes and outputs to meet the objective: Increase the resilience of the tourism sector of Samoa through mainstreaming climate risks into tourism-related policy processes and adaptation actions in coastal communities and tourism operators (CONT)

Project outcome 2: Increased adaptive capacity to climate change and disaster risks of tourism-reliant communities					
Project outputs	Indicative actions				
2.1 Concrete adaptation actions in the management of coastal infrastructure, water resources, shoreline and tourism recreational activities are implemented in 6 TDAs, involving at least 15 community-owned beach tourism operations, ensuring that both women and men participate in and benefit from these investments	 For the demonstration activities: Prioritize the adaptation actions listed in the management plans (see table 2; to be developed into detail under output 1.1) for funding with the LDCF resources; Develop detailed Terms of References for the agreed adapation actions, including deliverables, site selection, time frame, budget, goods and services required, and implementation arrangements; Organize consultation meetings with the local communities and other stakeholders to consult and agree on prioritization, all aspects of the (draft) ToRs; and Implement the prioritized actions in the areas of Infrastructure, integrated water resource management, shoreline erosion and beach protection, and ecosystem based responses. For the small grants component (targeting at least 15 operators divided over 6 TDAs): Prepare and issue a call for proposals to tourism operators covering the 6 TDAs, including a guidance note for tourism operators on how to access the small grants facility, and a provisional list of eligible activities that can be funded in the areas of on-site infrastructure, on-site water management, and tourism livelihood diversification; In each TDA, support tourism operators on how to apply for funding, including project development, quality standards, selection criteria, reporting requirements, and assurance of alignment with the management plan for the relevant management plan; Collect, review, select and award proposals for funding; and Monitor and evaluate implementation of grants both technically and financially. 				
2.2 Coastal tourism operators are connected to Climate Early Warning and Information system	 Review existing CLEWS information and products vis-à-vis the needs of tourism planners (STA) and local tourism operators. This will entail further examining the relevance, coverage, quality, access, gender aspects, and actual application. Based on the identified gaps and issues, develop gender sensitive Information Education and Communication (IEC) materials in cooperation with the Samoa Meteorological Division (SMD) for tourism related activity planning and responses; weather and climate information and forecast; outlooks on wind, rainfall, tides, swells, drought, data on frequency of thunderstorms etc. Materials should involve simplified messaging in both English and Samoan languages. Develop options for alternative technology and information dissemination systems (including mobile phones and popular media) as the potential vehicles to send forecast and early warning information directly to small-scale tourism operators. Establish identified communication and dissemination roducts available. Inform and train tourism operators on the use/interpretation of the developed IEC dissemination systems and products. 				
2.3 South-South transfer of tourism adaptation case studies between operators in Samoan TDAs, and counterparts in other SIDS	 Develop a communication plan for the project to optimize outreach nationally and internationally. Aggregate and consolidate output based knowledge products will be used to generate media packages, PowerPoint presentations for key forums, awareness brochures and posters and web-based entries/products, including short photo-stories and video clips. Materials will be produced in Samoan and English. Organize / support / participate in local, national and regional and international events to share best practices and lessons learned on adaptation in the tourism sector. Organize exchange visits between operators and community representatives among the different TDAs (and even within the larger TDAs). This will be aligned with training and broader engagement events – so that the swapping of ideas and local/traditional knowledge can occur. Disseminate knowledge products though national and international media and on-line networks such as national websites (e.g. MNRE, STA, SHA, SSTA), regional sites (e.g. the SPREP Climate Change Portal) and international platforms (e.g. the Adaptation Learning Mechanism). 				

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The UNDP-GEF (2013:25) Project document indicates that these project outcomes relate to the the following UNDAF outcomes:

- Outcome 1: Equitable economic growth and poverty reduction "The nationally validated Diagnostic Trade Integration Study (DTIS) carried out under the Integrated Framework (IF) for Trade project in 2010. It has identified several areas of priority focus in the tourism sector one of them being on developing integrated climate change adaptation measures in tourism. This tourism adaptation project would address this priority area directly"
- Outcome 2: Good governance and human rights ("A rights-based approach to climate change adaptation initiatives by UNDP is extremely important particularly in ensuring gender equality in decision-making and leadership at community levels"
- Outcome 4: Sustainable Environmental Management "The environment-economicgovernance nexus demonstrated through community-based natural resource management and use that supports implementation of gender-sensitive national policies as well as the mainstreaming of environment into national plans; CPD Output 4.2.2.1. Engendered MDG-based village and local level sustainable development plans developed and implemented by communities). Under this UNDAF outcome, UNDP has been supporting the Government of Samoa through a number of key initiatives, such as the Community-Centred Sustainable Development Programme, focusing on disaster preparedness and response to long term environmental threats, which makes it ideal to link with climate change adaptation efforts that address both immediate climate-induced extreme events and long-term creeping effects of climate change"

2.3 WORK PLAN AND BUDGET

2.3.1 Budget

In 2013 the Government of Samoa was given a budget of USD1.95M, with the assistance of funding from the Global Environment Facility / Least Development Countries Fund through the UNDP. **Table 2.4** shows the breakdown of the Budget across Outcomes – revealing that the majority of the total Project Budget is contained within Outcome 2 \$8,29,569).

Table 2.5 presents the Project expenditure per year by expenditure codes (CDR's) and reveals that just 20% of the \$1.95M budget has been spent. Delays in implementing the Work plan have significantly delayed expenditure spend.

There were two corrections made to the Budget approved as part of the Inception / Implementation Plan³ that have now been integrated into an amended budget. **Attachment 5.8** presents the revised Inception Budget. This budget has represented the benchmark for annual work planning up to now, and should replace previous budgets as the official Budget.

2.3.2 Work plans

Quarterly work plans based on Annual Work Plans are prepared and approved by the Project Steering Committee.

The Project is scheduled to be completed and funding concluded by January 2017, unless a decision is made to extend it (**see Recommendation 4.1.1**).

planning. There was also a typo error (Contractual Services – Individuals) originally included in the Inception Report and Implementation Plan.

³ The total budget originally included in the Inception Report and in the Implementation Plan was overstated by USD 26,436, which has been deducted from this budget item in common agreement by the STA PMU and the UNDP. This revised amount will therefore be considered as the new baseline for Future

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Table 2.4 Project Budget and expenditure 2013 – 2016 (USD)

	Total budget	2013-2015 Exp	Budget at time of MTE (Jan 2016)⁴	2016 AWP	Total Exp at the end of 2016	Balance for 2017	% of Exp to date
Outcome 1:	330,758	229,674.12	137,025	67,000	296,674.12	34,083.88	90%
Outcome 2	1,437,605	94.987.62	1,258,963	1,314,198	1,409,185.62	28,419.38	98%
Monitoring & Evaluation	64,960	37,267.47	56,322	54,800	62,067.47	1,892.53	96%
Project Management	116,677	25,955.62	47,811	64,123	90,078.62	26,598.38	77%
TOTAL BUDGET	1,950,000	357,884.83	1,500,121	1,500,121	1,858,005.83	91,994.17	95%

Key:

Outcome 1: Climate change adaptation mainstreamed into tourism-related policy instruments and public-private partnerships

Outcome 2: Increased adaptive capacity to climate change and disaster risks of tourism-reliant communities

⁴ This Budget was the balance in January when the MTE was conducted. It is recognised that the 2016 AWP budget presented in Table 2.4 was prepared afterwards, in February 2016.

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Tot Exp 2015 Tot Exp Tot Exp 2014 Tot Exp project Tot project budget Tot remaining budget % spent over 2013 (CDR) (Implementation Plan) (against total Implementation Plan) 71300 Local Consultants \$6,512 \$19,154 \$25,666 \$170,433 \$144,767.07 15% 72100 **Contractual Services-Companies** \$10,762 \$15,101 \$25,863 \$813,314.00 \$787,451.06 3% 71200 International Consultants \$36,584 \$206,478 \$243,061 \$246,936 \$3,874.58 98% 74500 Miscellaneous Expenses \$4,230 \$210 \$4,440 \$27,003 \$22,562.72 16% 74100 Professional Services \$1,406 \$2.664 \$4,070 \$103.904 \$99,833.72 4% 72200 Equipment and Furniture \$3,129 \$25,821 \$28,950 \$75,816 \$46,866.04 38% 72800 **ICT** Equipment \$0.00 \$98 \$7.941 \$11.461 \$19,500 \$9,554.31 196% 72500 Supplies \$9,946 71600 Travel \$399 \$3,746 \$4,145 \$180,500 \$176,355.11 2% Trainings, Workshops and Conferences \$64 \$24,713 \$24,777 \$8,325.74 151% 75700 \$16,451 72600 Grants \$328 \$328 \$300,000 \$299,671.94 0% \$2,226 \$3,468.27 74200 Audio Visual and Printing Production Costs \$2,226 \$5,694 39% Total \$8,863 \$64,926 \$309,237 \$383,027 \$1,949,997 \$1,566,970.46 20%

Table 2.5 Project expenditure per year by expenditure codes (CDRs)

REVISED REPORT OF MID TERM EVALUATION FOR SAMOA PROJECT (ENHANCING RESILIENCE OF TOURISM-RELIANT COMMUNITIES TO CLIMATE CHANGE RISKS (PIMS#4566))



2.4 IMPLEMENTATION

The implementation of the project is managed through existing organisation structures, including the Tourism Climate Change Task Force (TCCTF) as the Project Steering Committee; the Project Management Unit for day to day activities and management of the project; and a Technical Advisory Group to provide technical advice at ad-hoc to the Project Management Unit on project implementation.

2.4.1 Project Steering Committee

The Project Steering Committee (PSC) is the TCCTF. The PSC is responsible for making decisions for the project, including high-level strategic direction for the project, approval of major revisions in project strategy or implementation approach. PSC has a key role in project monitoring and evaluations by quality assuring these processes and products, and using evaluations for performance improvement, accountability and learning. It ensures that required resources are committed and arbitrates on any conflicts within the project or negotiates a solution to any problems with external bodies.

The PSC comprised of representative from:

- Samoa Tourism Authority (STA);
- Ministry of Finance (MoF);
- Ministry of Natural Resources and Environment (MNRE);
- Ministry of Women, Community and Social Development (MWCSD);
- Ministry of Agriculture and Fisheries (MAF);
- Samoa Water Authority (SWA);
- Samoa Hotel Association (SHA);
- Savaii Samoa Tourism Association (SSTA);

- Electric Power Corporation (EPC); and
- UNDP.

The PSC has generally met quarterly or when required.

The PSC is the strategic decision making body of the project. It provides overall guidance and direction to the project manager, and is also responsible for making decisions on a consensus basis, when high-level strategic guidance is required, including the approval of major revisions in project strategy or implementation approach. In addition, it approves the appointment and responsibilities of the Project Manager and any delegation of its Project Assurance responsibilities. Based on the approved Annual Work Plan, the PSC also considers and approves the quarterly plans (if applicable) and also approve any essential deviations from the original plans.

2.4.2 Project Management Unit

The Project is managed on a day to day basis by the Project Management Unit (PMU), located within STA. The PMU is responsible for the implementation of the Project.

Project Manager (PM)

The Project Manager (PM) is responsible for the day-to-day management, administration, coordination, and technical supervision of project implementation. Its primary responsibility is to ensure that the project produces the results specified in the project document and any amendments approved thereafter, to the required standard of quality and within the specified constraints of time and cost. The PM monitors work progress and ensure timely delivery of Outputs as per Annual Work Plans and Project Results Framework. The PM is a full time position, reporting to the Project Director (PD) that is the Chief Executive Officer (CEO) of STA.

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Project Assistant

The Project Assistant (PA) is responsible to the NPM, and provides support in project administration, management and technical support to the NPM.

Technical Advisor

The Technical Advisor (TA) assists the Project Manager and the Project Assistant in the implementation of the Project. The Technical Advisor provides technical guidance, support and advice on climate change adaptation, and assistance with preparing Terms of Reference for procurement. The Technical Advisor has been engaged on a part time basis.

Small Grants Officer

The Small Grants Officer has been engaged on a full time basis for the second half of the Project period, to administer the Small Grants Program and represent the main focal point for the grant beneficiaries.

2.5 KEY PARTNERS

The 10 central stakeholders critical for project delivery have been:

- STA Implementing partner, Project Management, Project support services, in kind budget support for Project Assistant and other support staff, tourism advice.
- UNDP Project Implementing Agency through GEF, Procurement, Project Oversight/Management and quality control
- 3. SHA Samoa Hotels Association (SHA) Project Steering Committee
- 4. SSTA Savaii Samoa Tourism Association (SSTA) Project Steering Committee
- 5. Operators and Communities within the TDAs Identification of issues, vision, strategy, implementation of small grants, major beneficiaries
- 6. MNRE Ministry of Natural Resources and Environment Tech Advice

- 7. MWTI Ministry of Works Assets and Infrastructure Division Tech Advice
- 8. MoF Ministry of Finance Financial Management Advice and procurement
- MWCSD Ministry of Women, Community and Social Development Community gateway – appropriate protocol with communities
- 10. AG Attorney General Office Legal advice

Table 2.6 lists all the stakeholders involved in the Project, and their relevant roles.

2.6 CHANGES SINCE COMMENCEMENT

Significant socio-economic and environmental changes since the beginning of project implementation and any other major external contributing factors

Since July 2013 the following changes influenced the project, most notably:

- Cyclone Evan Recovery Programme commenced Dec 2012 and placed additional tasks to be completed by staff within this Project, which caused delays in the inception/planning stages of the Project
- STA delayed the appointment of a Project Manager with the intention of transferring an Officer from the organization after the Officer had completed a number of other previous project commitments, and this delayed the progress of the Inception Phase of the Project.
- Within the Inception Phase, UNDP changed team member responsible for overseeing the Project. This also contributed to a delay in completing the Inception Phase.

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Table 2.6 Stakeholders and their roles in the Project (Source: UNDP Project Document 2013)

Stakeholders	Relevant roles
Samoa Tourism Authority (STA)	Government agency in charge of tourism policies, tourism product development and destination promotions and marketing. STA will serve as the implementing partner for this project
Ministry of Natural Resources and Environment (MNRE)	As the lead technical agency for climate change-related policies, MNRE's prime function will be ensuring overall coordination of the project with other NAPA implementation processes and projects through the National Climate Change Country Team (chaired by MNRE), supporting the tourism sector tailored climate early warning system (through its Samoa Meteorological Division (SMD)).
Ministry of Agriculture and Fisheries	The Fisheries Division is involved in managing fishing reserves and the implementation of coral seeding activities.
Ministry of Works - Assets and Infrastructure Division (MW)	The government's legislative, policy and regulatory agency for civil works, transport (including roads, land, air and marine) and infrastructure.
Land Transport Authority (LTA)	The corporate entity charged with the operationalizing of land transport in Samoa.
Ministry of Women, Community and Social Development (MWCSD)	Government agency mandated to coordinate local development processes, involvement of communities and women. MWCSD will be involved in the community liaison for the planning and implementation of adaptation measures at the local level in the Tourism Development Areas.
Ministry of Finance (MoF)	Overall donor and aid coordination, supporting co-financing arrangements and programmatic linkages with other initiatives, making on-going linkages and updating the national policies outlined in the SDS, financial management of project funds and the monitoring of expenditures. Advising and coordinating for the assessment and capacity building activities related to finance and risk transfer options, particularly the use of PSSF for the small grants mechanism to be applied by the project.
Key industry associations (SHA, SSTA, Car Rentals Association)	Coordinating with tourism operators and advocating for the adoption of climate sensitive planning and policy frameworks, instruments and adaptation techniques.
NGOs (SUNGO, METI, WIDBI)	Linking with environmental and capacity building activities supporting communities in the tourism areas
Education institutions (NUS, APTC, USP)	Support the knowledge management activities of the project, integrate project experience in their tourism-related curricula and training programmes
CROP agencies (SPTO, SPREP, SPC, SOPAC, USP)	Supporting the adaptation implementation and policy processes through their technical and sectoral mandates, expertise and country support programmes. Support the South-South exchange and dissemination of lessons learnt and good practices generated by the project
World Tourism Organization (UNWTO)	Technical project documents will be communicated to UNWTO, the UN Agency serving as global platform for tourism policy and development matters, in order to broadly disseminate project results, and inform global tourism studies and policy processes related to climate change
UNDP	As Implementing Agency for this proposed project, UNDP provides its usual technical and operational oversight support throughout the project formulation and implementation phases. The assistance being provided is based on UNDP's extensive development assistance and climate change adaptation support programmes and projects with the Government of Samoa and collaborations with development partners in the region, through the UNDP Samoa MCO, Asia-Pacific Regional Centre in Bangkok, Pacific Centre in Suva and Head Quarters in New York.

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3. **KEY FINDINGS**

3.1 **PROJECT STRATEGY**

3.1.1 Project Design

Project Document

The project design began in December 2011, when the UNDP Regional Technical Advisor compiled a Project Identification Form (PIF). In 2013 the PIF was adapted and expanded into a Project Document (Government of Samoa 2013). The project design that led to this Project Document involved a basic situation analysis of the likely impact of climate change on Samoan communities and to a minor extent Samoan's tourism sector, involving stakeholder consultations conducted by the STA with the assistance of MNRE and UNDP multi-country office, and the identification of relevant government priorities in addressing climate change and existing proactive responses in Samoa.

The Project Document formulated a project objective, set of outcomes, outputs and activities with proposed budgets against each to be sought from multiple sources. There is a strong logic to the project objectives and their outcomes, as they are based on generating sound consultation-based planning that leads to priority issues and solutions, that then directs priorities for concrete community and operator projects, that then gives rise to case studies for sharing with the rest of Samoa and other counties.

Nonetheless, the consultant believes that there appear to have been a number of oversights at this early stage of the project design that have in turn led to issues with implementation progress, quality of outcomes and achievement of the project objectives:

 Insufficient analysis of the tourism sectors' strengths and limitations in addressing climate change. In particular, there was no on-ground research/audit conducted to develop a base line status of resilience to climate change at the policy, planning or physically on-ground level⁵. An audit of this kind would have been incredibly valuable at not only defining a baseline from which the project could improve on, but also in determining which sectors of the industry were most vulnerable and which sectors might provide the greatest return on investment from resilience strengthening activities. Instead, the project defined the dominant fale accommodation as the focus, which has the lowest capacity for private sector leverage and highest resourcing need for capacity building – which is fine if the Project has high levels of ongoing resourcing.

- Limited reference to the National Tourism Plan and its priorities. For example, consideration of the target markets (and their needs) and the products needing growth would have provided a significant set of criteria for considering which parts of the tourism sector to focus climate resilience on first (see Section 5.4).
- 3. Minimal to no benchmarking of what similar countries that may have already begun addressing this issue have done or are doing to increase their tourism sector's resilience to the impacts of climate change, in order to understand what lessons could be learnt in the scope and focus of this Project's design.
- The project design was extremely ambitious in its scope to address high-level integration 4. of climate change risk management into mainstream tourism policy as well as instigating major projects for communities and tourism operators. This enormous breadth of scope required a matching enormous breadth of disciplines to be engaged for short periods and then not necessarily be required there after. This set the project up for a 'revolving door' range and number of consultants that needed to be individually procured and were not necessarily reengaged to further add value for other aspects of the project. This typically flows into proportionally high time investments in procurement and project management, at the expense of the continuity of a core set of expertise and the delivery of capacity building among Samoan public and private tourism sector. It also sets up challenges to integrate the relatively disparate collection of individual outputs into a synergistic set of outcomes. The total scope could have been formulated as a plan but should not have been formulated as a funding project. Following the drafting of a plan with staged implementation, the project should have been designed to implement the first stage of the plan. This would have meant engaging a small and integrated team for the life of the project to undertake at least half of the scope with specialist contractors adding value as required. This would also have maximised the development and transfer of intellectual property in Samoa to further implement the plan as funding became available.

⁵ The Tourism Climate Change Strategy provides a reasonable base to work from, but does not appear to been particularly utilised.

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- 5. The Reports' Risk Assessment Log frame does not appear to have seriously contemplated the risk to the project of attempting such a diverse range of tasks within the one project and the relatively short four year program.
- 6. The projects geographic area from which its focus was to be applied is questionable. The division of the country between the World Bank Climate Resilience Program provided over US\$14M to 16 areas for disaster relief while the UNDP Adaptation Fund had only US\$8.5M to apply to 25 areas for both disaster relief and climate change resilience. In other words the Project has less funding to apply to a larger area and a wider scope. With the World Bank CRP making the call on the areas it would address, the UNDP Project ended up with some very expensive areas, setting up a great challenge to make a tangible difference with limited resources. The geographic split also means that the areas outside the six TDAs that may have been covered by disaster relief projects have not been covered for climate change. So the geographic split has not only sent more money to some parts of the country than others, but it has prevented specific climate change resilience works going to tourism operators outside the six TDAs.
- 7. In accordance with UNDP policy, the Project was required to further focus on the most vulnerable communities/operators within these TDAs. This focus requires additional capacity building, time and resources to make a significant result, compared with other TDAs where there are more viable businesses. It could be argued that a more sustainable approach to tackling complex long term issues (like climate change) should take a staged return on investment approach whereby the most proficient, successful and open minded communities/ tourism operators receive the first round of assistance/investment, and are then used as 'champions ' to inspire and educate the next level of communities/ tourism operators to contemplate similar reforms.

Project Inception & Implementation Plans

Following funding approval and Project activation a stakeholder consultation was undertaken to raise awareness about the Project and gain input into the way each output could be developed. Samoan Government Policy prevents the original Project Designer from subsequently bidding for the position of Technical Advisor to develop the inception phase⁶. This has results in a disconnection between the original project design and its interpretation into an implementation

plan. Project Management consultants were contracted to further refine the Project design and document this in an Inception Report and Implementation Plan. These refinements were mainly undertaken to address:

- the recruitment of engineering and management consultants to develop the Inception Plan;
- changes to consultant expertise to increase the number environmental specialists (adding a financial risk management specialist, a climate and water resource management expert, a climate and coastal management expert, a climate and ecosystem based response expert, a knowledge management and communications specialist and deleting a climate planning specialist);
- a reduction in scope of villages to be involved (from 20 to 12); and
- refinements to indicators for some outcomes in order to try to measure results of activities (assuming the activities would be completed with enough time and resources to evaluate their implementation).

A feature of this process was the logical assessment of alternative adaptation activities for the project to consider, for each TDA village. The assessment criteria used were:

- Vulnerabilities this is the degree to which a system/asset is susceptible to and unable to cope with, adverse effects of climate change, including climate variability and extremes.
- Cost this is the estimated cost of the adaptation option.
- Beneficiaries this is the number of villages that will benefit from investing in the identified adaptation option.
- Life span of the asset (years) this is the duration or the life of the end product.
- Time this is the duration for implementing the project.

The project Inception and Implementation Reports (Isikuki Punivalu and Associates Ltd 2015) suggest there was a struggle to weight and score against these criteria, limiting utility of the exercise. For example, all adaptation options were rated equally on the 'Vulnerabilities' and 'Beneficiaries' criteria (because all were assessed as highly vulnerable and adaptation options within the TDA will benefit the same number of villages selected for LDCF project), and all criteria were considered equally important so no weighting factors (multiplier) were applied. So basically,

⁶ The Project Team reported to the MTE team that the consultant who developed the Project Document

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the exercise failed to differentiate priority initiatives, and this lead to continuing the overly wide scope set up in the Project Description.

No evidence could be found of utilising strategic tourism expertise to revise the Project design, and the assumption that staff would be provided by STA did not eventuate to the extent anticipated. STA provided one Project Assistant but not financial management or any significant tourism industry development expertise.

A critical input into the Project design should have been up to date Coastal Infrastructure Management (CIM) Plans, which define for individual localities across Samoa the key disaster management issues and responses needing to be addressed. Had this work been done first there would have been a much clearer planning framework from which to set the scope and priorities for the Project.

Consideration of Relevant Projects

The Project Design did involve considering lessons from some other relevant projects, and has incorporated them into the project design. Three examples of this have been:

- The PPCR (Pilot Program for Climate Resilience World Bank);
- AF (Adaptation Fund) "Enhancing the Resilience of Coastal Communities to Climate Change Resilience"; and
- NTCCASS National Tourism Climate Change Adaptation Strategy for Samoa 2012-2017.

Both the PPCR and AF projects were used in the design phase to identify issues that could be addressed in this project and approaches that could be adopted, such as the Ridge to Reef concept, as well as providing input into the focus and structure of the management plans. The NTCCASS identified the tourism areas most vulnerable to natural disasters and climate change.

Consideration of Country Priorities

This Project is one of Samoa's priorities as identified in the Strategy for Development of Samoa and the NTCCASS, but not in the Samoa Tourism Sector Plan⁷."

The Project Document further addressed this in detail below:

"The project will implement priority interventions in Samoa's National Adaptation Program of Action (NAPA), and therefore satisfies criteria outlined in UNFCCC Decision 7/CP.7 and GEF/C.28/18. This proposed project is based on priority number 9 outlined in Samoa's NAPA as "Sustainable Tourism Adaptation Program". The project requests the LDCF to finance the additional costs of integrating climate change and disaster risks and resilience into tourism-related policy instruments, planning and management of tourism areas within priority Tourism Development Areas and implementation of community-based on-the-ground adaptation measures.

The project fits into the overall programmatic approach of the Government of Samoa to address climate change risks and adaptation as outlined in its Strategy for the Development of Samoa (SDS), NAPA (2005), Second National Communications, National Climate Change Policy, as well as the Pacific Islands Framework for Action on Climate Change 2006-2015. Tourism has also been identified as one of the key sectors in the Pacific region, where adaptation needs to be introduced and implemented, by the UNCT Climate Change Scoping Study in 2009.

The current SDS strategy covers the period 2008 – 2012 and includes a number of crosssector activities relevant to climate change adaptation. This includes a commitment to improve "resilience to the adverse impacts of climate change to be addressed through continuation of work on coastal management and adaptation programs for vulnerable villages and other coastal locations". Considering the importance of tourism activities for the national economy and to community livelihoods, their concentration on vulnerable coastal areas, **this project will** effectively contribute to the goals of the SDS.

Considering tourism's cross-cutting nature, drawing on vulnerable natural resource base and related socio-cultural assets, this project will also contribute to other NAPA priorities, especially considering adaptation in the coastal and water sectors, also related to agriculture, health and biodiversity conservation issues. The proposed project is fully aligned with the Samoa Tourism Development Plan (STDP), which identifies climate change under key risks to the sector. This project is structured to finance additional capacity building activities that are required to fully integrate climate and disaster risks into decision-making and development implementation as advocated in the STDP.

⁷ See Section 5.4 for salient points that the MTE Consultant has interpreted from the Plan, and their implications for the Project

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The STA has recently completed the National Tourism Climate Change Adaptation Strategy for Samoa (NTCCASS) as a key component of the STDP. The Strategy has taken the lessons learned from past climatic events and the 2009 tsunami to formulate a strategic approach to addressing the impacts of climate change. This work included major rounds of consultation from July to September 2011 with all tourism operators and reliant communities. Central to this approach was awareness raising of climate change risks, means to address these risks through adaptation measures and priorities as determined by operators and communities. A key message was the need for closer cooperation and collaboration between all the stakeholders as their ownership and support makes the Strategy more relevant and stronger. To this end, the Strategy captured the goals and expectations of the key stakeholders including Government, the private sector, NGOs and local communities who will individually and collectively contribute to its implementation. **The strategy and prioritizing reports informed the PIF for this project, and provided a sound base for following up consultations during the PPG phase**. Figure 3 below conveys the key strategy components. This LDCF project aims to implement activities that will primarily serve Objectives 1-3, but will also assist with achieving the other objectives.

Strengthening related policy instruments, implementation mechanisms, and institutional capacities, and making tourism-dependent communities of Samoa and associated tourism value chains more resilient to existing and anticipated climate change induced threats – are the overarching intents of the SDS, the STDP and the NTCCASS.

Samoa's Second National Communication included an updated Vulnerability and

Adaptation assessment for Samoa. The assessment was undertaken on a sectoral basis, covering water resources, health, agriculture, fisheries, biodiversity and infrastructure. These were the priority thematic sectors determined at the time. They then became the basis of expanding considerations to other thematic and industry sectors (13) prioritised in Samoa's NAPA. The sectors considered in the NAPA were agriculture and food security; forestry; water, health, communities, biological diversity; fisheries, trade and industry; works transport and infrastructure; tourism, urban planning and development; coastal environments and energy.

The NAPA identified that around three quarters of these sectors are highly vulnerable to the adverse impacts of climate change and climate variability, including extreme events. The nine sectors considered highly vulnerable from the highest to lowest were the water sector, agriculture and food security sector; forestry sector; health sector; urban settlements; coastal environments;

communities; trade and industry sector; and the works, transport and infrastructure sector. The Tourism sector was the 9th priority under the NAPA sector priorities as it is highly reliant on the thematic and development sectors nominated above. The advancement and the work on this project will satisfy the objectives of the NAPA. The strong message within the NAPA was that Climate change and climate-induced disasters will cause instability in food production and water availability, affecting income-generating activities for communities and the country at-large. The NAPA Implementation Strategy was last updated in 2008. Given the increased understanding since then, as evidenced in the Second National Communication, as well as the considerable effort now going into implementing adaptation interventions, the Strategy is being updated as a PPCR Phase 1 activity (led by the World Bank).

Samoa, one of the 48 LDCs, ratified the UNFCCC in 1992 and has been eligible for financial assistance from LDCF through the GEF-PAS Programme, until it graduated to the status of Developing Country in January 2014. This Project has been endorsed by the Cabinet Development Committee (CDC) and supported by the MFAT as the GEF Political Focal Point, MNRE as the GEF Operational Focal Point, and the Ministry of Finance as the national financial focal point.

The proposed project is exclusively country-driven, having been identified by the Government of Samoa and developed in full consultation with the Samoa Tourism Authority and Ministry of Natural Resources and Environment (MNRE). The proposed project will enable the Government of Samoa to work in close partnership with other stakeholders to integrate climate change risk considerations into tourism operations that in turn should influence coastal development and land use planning. Consistent with priority interventions eligible under LDCF guidelines, the project focuses on expanding the resilience of natural and socio-economic systems in tourism-related operations and reliant community areas, enhancing livelihood strategies and providing support for communities to increase resilience against climate change related hazards. Outcomes will be pursued through strengthening multi-level stakeholder collaboration, enhanced policy formulation, improved institutional coordination; promotion of public-private partnerships to stimulate locally-tailored adaptation measures and use of risk transfer financial mechanisms for operators. The enabling responses include: the strengthening of institutional and human capacities to integrate climate change and disaster risks in tourism-related policy frameworks and improving operator and community awareness and understanding of the necessity and benefits of preparedness for climate change risks; and self-determination on the most appropriate adaptation measures suited to the TDA. These pursuits are aligned with the scope of expected interventions
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as articulated in the LDCF programming paper and decision 5/CP.9." (Government of Samoa (2013))

Sustainability and Viability

The Project Document proposed the Project to be sustainable on four grounds:

- A strong emphasis on institutional and individual capacity development. The key factor affecting financial sustainability of the project beyond the grant is related to the facilitation of private investments by the tourism sector to implement adaptation activities and achieve compliance with national policies and guidelines. Through the assessment and introduction of climate risk financing and financial risk sharing mechanisms (Outcome 1), the Samoan communities will benefit from risk management options long after the project has ended.
- 2. Strengthened institutional structures and public-private partnerships to be supported through the policy and related capacity building processes including more effective application of standards, climate early warning and information systems, financial and risk transfer support mechanisms for the private sector and enhanced technical capacities. The development of management plans in the selected TDAs will provide a blueprint for tourism area planning process integrating climate risks that can be replicated in other TDAs. The technical guidelines to be established through the project will serve as knowledge and knowhow base to replicate practical adaptation measures in broader range of existing and future new tourism operations and establishments. The South-South transfer and knowledge management activities will serve as vehicle to replicate project experience within and beyond Samoa.
- 3. The proposed adaptation measures aim at safeguarding the environmental and cultural assets of tourism-reliant communities, and associated value chains from climate change –induced risks and hazards. Climate change adaptation in tourism, being based on location-specific assets and activities intensively using natural and cultural resources, can only be tackled through integrated approaches. Therefore, the implementation of these activities will be closely linked to each other, as they will take place in tourism areas concentrating in highly vulnerable and exposed narrow coastal strips. To address climate change and environmental issues in an integrated way in tourism beach fale operations, linkages will be explored during the project development phase with initiatives supporting enhanced energy

management (location and design of buildings, energy efficiency, and use of renewable sources).

4. Project resources will be used to systematically capture, analyse and disseminate experience and best practices, from early stages of community engagement and policy-related work. A range of knowledge products will be developed by the project team involving knowledge management and media specialists, including case studies, experience notes, technical notes, brochures, posters, photo-stories, videos in both Samoan and English language, tailored to national stakeholder groups. The systematic dissemination of these will be facilitated through developing a project communication strategy, harnessing appropriate local, national and regional media and means.

Reflecting on the Project Documents arguments above that the project design is sustainable, generates several critiques:

- Thorough consultation has helped provide a strong direction into priority focus areas.
- Integrating climate change policy and planning into mainstream policy and planning is a more sustainable approach than the traditional separatist approach. However, this **is best achieved using a single tourism strategic plan, so that climate change is a section within it and responsibilities and budgets for addressing climate change sit alongside those for other more traditional parts of tourism planning and development**. The project design did not do this, but instead created an additional suite of management plans for individual tourism areas whose focus is entirely on climate change adaptation. This additional layer is in the consultant's opinion, contrary to concept of mainstream climate change into tourism policy and planning. A compromise approach could have been to make each management plan and tourism **development plan thereby bringing the traditional tourism planning elements (target markets, product development and promotional strategies) in alignment with climate change adaptation strategies.**
- The logic of undertaking planning to identify priority issues and solutions, prior to undertaking concrete adaptation and resilience work is sound and helps lead to an integrated approach. However, in this instance **the approach is constrained by out dated CIM Plans that should have provided a higher level up to date priority issues and solutions**. In addition the planning work needs to be done fast enough to permit sufficient time for the concrete works to be planned and undertaken.

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The logic of sharing experiences and lessons throughout the project is also sound. However the project design does not adequately scope or budget for this to occur throughout the project. Rather the project designs focus appears to be capturing and sharing experiences and lessons at the final stages of the project. Consequently the mid term evaluation provides the only significant reflection point and opportunity to evaluate, share experiences and learn from lessons to date.

Environmental and Social Risks

It was not possible to fully assess how thorough an identification of environmental and social risks were made (as identified through the UNDP Environmental and Social screening procedure), as Annexure 10 of the Project Description 'Risk Assessment Log frame' was not available, and more importantly, an updated Risk Log was not incorporated in the Final Inception Report.

Nonetheless, it is clear that the Project Design included consultation with the tourism community and environment stakeholders that is critical to shaping correct needs and validating assumptions. The consultation used in the Project design process sought:

- perspectives of those who would be affected by project decisions, those who could affect the outcomes, and those who could contribute information or other resources to the process;
- to identify priority areas of focus to address climate change and enhance resilience of the country to its impacts; and
- to identify the relative vulnerability and adaptation options for the six TDAs chosen for focus.

In addition, high level costings were estimated for the adaptations options proposed to assist with determining budgets for the Project. In evidence of this, the Project Document reported that:

Key stakeholders with a major direct role in the project were identified and consulted at different stages during the project development phase to obtain their inputs and feedback for designing the project. The key national level stakeholders are the STA, the broader MNRE (through PUMA, Land Management, Met Office etc.) and various departments and agencies such as the MWTI, the LTA, the SWA, the EPC, the MWCSD, MoF and the MAF. An initial draft of the project document was developed from that first round of consultations and associated follow-up meetings and research. This draft document was then used in follow-up consultations and the Stakeholder forums in Upolu and Savaii. In the initial stages of project formulation, two well attended stakeholder workshops were held along with individual or small group consultations before and after both workshops.

Stakeholders made contributions to the ways climate variability and extreme events are already causing adverse impacts; the extant and anticipated climate-related risks to the sector and reliant communities; actions already at hand to cope and respond to current climate impacts; sounding out options for adapting to climate change; and the validation of the main components and activities of the proposed project (Government of Samoa 2013).

The PIF recommended that the Project's community-level activities be designed using participatory and gender-sensitive techniques, ensuring the active involvement of women, youth and church groups, and especially targeting staff of the community and family tourism operations, of which a considerable part is composed by women in both managerial, skilled and unskilled positions, through a range of jobs (reception, hospitality, catering, management, cultural activities, etc.). The PIF also recommended to involve women in all stages of project implementation, to ensure gender-sensitive processes, the Ministry of Women, Community and Social Development, in charge of coordinating development activities at village level.

The project design incorporated recommendations from the Gender Mainstreaming Report. (Produced by AECOM International Development (ADAPT Asia-Pacific))). The Project Description addressed gender issues in the project design through an attached Gender Considerations Report. The report proposed two outputs:

- Gender capacity training of stakeholders at the sector, district and village community levels to develop and strengthen the needed capacity of the sector and communities concerned
- Community Risk and Vulnerability Assessment (CRVA) of gender issues as related to social and economic factors in the community.

No further implementation of these proposals could be found in the documentation or through interviews with the project team.

Barriers to success

The Project Identification (GEF 2-13) identified five key barriers that could constrain the project from achieving its objectives: Institutional, Policy, Financial, Technological / technical and Information barriers. These barriers are explained further in **Table 3.1**. **These barriers are profound, and should have attracted more attention in the Project Design and Implementation, to be minimised where possible**.

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Barrier	Explanation
Institutional	Existing capacity within the Samoa Tourism Authority to integrate climate risk concerns into tourism planning processes (including regulatory procedures, incentives and awareness raising activities) is limited.
	A particular institutional difficulty is given due to tourism's cross-cutting nature, with most processes dealt with by line ministries in charge of water, agriculture, health, coastal management, infrastructure, thus needing strong inter-ministerial coordination on climate-change related matters affecting tourism, which is currently weak.
	Current disaster risk management frameworks facilitated by the National Disaster Management Office only apply general preparedness programmes for villages, but without specific protocols or practices to tourism areas, considering the temporary tourist population and local population jointly.
Policy	The STDP recognizes the dependency of the Samoan tourism product on climate factors as a tropical island destination, and in its risk matrix recognizes climate-related natural disasters. Nevertheless, it only points out the need for factoring climate change and disaster risks into tourism planning and operational processes, without specifying how. Similarly, in the related policy instruments (e.g. EIA, standards, indicators, guidelines), climate change risks are not reflected.
	The designated Tourism Development Areas defined in STDP have not been supported through comprehensive management plans that integrate climate change risks, and linkages with other territorial planning processes (such as the Coastal Infrastructure Management Plans, or more recent Watershed Management Plans) have not been systematically established
Financial	The additional costs often involved in anticipating the effects of climate change in tourism operations (e.g. climate-proofing tourism facilities and installations, adapting climate-sensitive water and shoreline management practices) may prevent community-run tourism businesses, to undertake the necessary actions to anticipate the effects of climate change. Currently there is a lack of awareness on, and availability of tourism tailored climate risk transfer mechanisms (such as insurance schemes). Currently the only financial support process for tourism businesses that integrates disaster-risk management criteria is the Tourism Tsunami Rebuilding Programme (TTRP), which has the prerequisite of a disaster risk management plan to be in place for the provision of grants.
	Other financial and investment support mechanisms (such as the Small Business Enterprise Center – linked with loan procedures by the Development Bank of Samoa, South Pacific Business Development Foundation or the Private Sector Support Facility) adhere to existing standards and procedures that do not integrate climate and disaster risks, consequently financial support processes to tourism businesses fall short in promoting investment thinking and practices that are climate risk-averse
Technological and technical	There is limited awareness and availability of locally-tested techniques and technologies suited for community tourism operators in Samoa addressing the above climate-induced problems. Community operators cope with climate-induced effects on an ad-hoc and piecemeal fashion without having the information and capacity to implement cost-effective adaptation measures, while only a few bigger tourist resorts apply environmental technologies and techniques (e.g. water-saving or storage devices)
Informational	There is a lack of climate early warning and information services tailored to the specific needs of tourism policy makers, planners and operators.
	Tourism stakeholders (including STA, private sector associations and operators) lack the capacity to apply climate information to both shorter term and seasonal operations and long term tourism planning purposes.
	Awareness raising on climate change risks and adaptation options for tourism has been limited to a few ad-hoc environmental or tourism events, without systematic and broad dissemination of information. Environmental management and coping practices in the tourism sector have never been analysed in the country

Table 3.1 Perceived barriers to a successful Project (Source UNDP-GEF 2013 Project document)

REVISED REPORT OF MID TERM EVALUATION FOR SAMOA PROJECT ' ENHANCING RESILIENCE OF TOURISM-RELIANT COMMUNITIES TO CLIMATE CHANGE RISKS (PIMS#4566)'

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Importantly, the consultant was unable to identify evidence in the Project Design confirming how the institutional and policy barriers could be avoided or overcome. Specifically, The PIF identified the need to:

- increase capacity within the Samoa Tourism Authority to integrate climate change resilience management into its mainstream ongoing capabilities (including regulatory procedures, incentives and awareness raising;
- strengthen inter-ministerial coordination on climate-change related matters affecting tourism;
- reflect climate change risks in related policy instruments, such as EIA, standards, indicators, guidelines; and
- reflect climate change management in mainstream tourism planning (like the National Tourism Sector Plan), as well as the conventional approach via climate change specific plans.

In the consultants view, this oversight set up the likelihood that the Project, though partially achieving its project outcomes, would not achieve the Project objectives.

3.1.3 Results Framework / Logframe

Analysis of Project Objectives

The Project Objective is to increase the resilience of the Tourism sector of Samoa through mainstreaming climate risks into tourism – related policy processes and adaptation actions in coastal communities and tourism operators.

In the Consultants view **the Project Objective is ideal for a strategic planning approach to the issue**. A strategic plan would feature a logical process to tackling the issue – commencing with research then planning then capacity building and concrete actions. The logical process is staged so that there is sufficient time to achieve a critical outcome in one stage needed to support the follow on stage. A funding project would be designed to tackle one or two strategies only. When these appear successful a second funding project can be structured to implement the next stage or two. In the Consultants view it is overly ambitious to use a relatively modest project budget and timeline to incorporate achieve all of the stages at once, because this leads to a dilution of reach of any one strategy. The second issue with the Project Objective is that the adaptation actions work best after the policy processes have been put in place. There isn't enough time in the project period to do both effectively. Further to this, there needs to be more work done to mainstream the policy planning processes and strengthen the capacity of those responsible for implementing them.

Analysis of Indicators and Project Results Framework

Section 5.2 presents the revised Project Results Framework designed to measure the performance of the Project in achieving its objectives. This Framework has been reported against twice – once in June 2014 PIR and once in June 2015 PIR. During PIR formulation, a SMART assessment of the Project Results Framework presented was undertaken by the Consultant and the Project Team. The SMART assessment determines for each indicator its Specific, Measurable, Achievable, Relevant, Time-bound performance.

In the first assessment, a number of indicators failed to score 10 or more out of a total score of 15 across the SMART categories. A key finding from the first SMART assessment of indicators was the ambitious use of 'live indicators' (indicators that measure the results of activity such as stakeholder awareness, understanding and subsequent action). This is ambitious because it is highly reliant on the activity being developed on time and in line with forecast outputs. For example, if the activity were training and the indicator was increased awareness amongst trainees the indicator could not be measured until the training was completed. Due to the Project being profoundly late in its delivery of activities there are very few of the live indicators that can be measured at this time.

Consequently, as part of the MTE process, the Consultant and the Project Team revised approximately 40% of the indicators (the minimum number possible and only those scoring below 10), and established baseline data, mid term data and end of project forecasts for each of the revised indicators.

A SMART assessment of the revised Project Results Framework is provided in **Table 3.2**, and confirms that all indicators scored 11 or more out of 15, an acceptable form to continue to the end of the Project.

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Table 3.2 SMART Assessment of Project Indicators (as revised by Consultant and Project Team during MTE)

Indicators	SMART								
	Specific: uses clear language describing a future specific condition	Measureable: possible to assess whether they were achieved or not	Achievable: Within the capacity of the partners to achieve	Relevant: Makes a contribution to selected priorities of the national development framework	Time Bound: Not open ended, has expected date of accomplishment	TOTAL SCORE /15			
Output: Management plans integrating climate risks are developed in 6 Tourism	n Development Area	as involving 12 villag	jes						
Number of TDA's with a completed Management Plan	3	3	3	3	3	15			
Number of Management Plans whose tourism vision includes climate change adaptation	3	3	3	3	3	15			
Number of Management Plans with an implementation plan containing high priority actions that all have a budget allocation	3	3	3	3	3	15			
Number of Management Plans with an implementation plan containing medium priority actions that all have a budget allocation	3	3	3	3	3	15			
Number of Management Plans whose scheduled High Priority actions have commenced on time	3	3	3	3	3	15			
Number of Management Plans whose scheduled High Priority actions have commenced	3	3	3	3	3	15			
Output: Technical guidelines developed on climate resilient beach tourism mar	nagement practices								
Number of operators and / or village tourism representatives within the 6 TDAs that have been trained on how to use the Technical Guidelines	3	3	2	3	3	14			
Proportion of small grant recipients that have applied the Technical Guidelines as part of their project	3	2	2	3	3	13			
Output: Recommendations developed to internalise climate change considerat risk transfer (insurance) mechanism (undertaken as part of a separate program	ions into existing m to this project)	licro-finance, grant a	and loan schemes to	the tourism sector and fea	sibility of a climate				
Number of tourism operators within 6 TDAs who have gained access to the Small Grants Program and have started to use properly (see below)	2	2	2	3	3	12			
Number of tourism operators within 6 TDAs who have gained access to other financial products and/or insurance that address climate resilient actions	2	2	2	3	2	11			

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Table 3.2 SMART Assessment of Project Indicators (as revised by Consultant and Project Team during MTE) (CONT)

Indicators SMART ASSESSMENT							
	Specific: uses clear language describing a future specific condition	Measureable: possible to assess whether they were achieved or not	Achievable: Within the capacity of the partners to achieve	Relevant: Makes a contribution to selected priorities of the national development framework	Time Bound: Not open ended, has expected date of accomplishment	TOTAL SCORE /15	
Output: Concrete adaptation actions that help tourism resilient communities be enhancing water resource security, shoreline protection and development of al ensure that both women and men participate in and benefit from these investm	ecome more resilier Iternative tourism e tents	nt to localised clima xperiences that red	ate change risks (eg. luce reliance on fine v	Strengthening coastal infi weather and beach experie	rastructure, ences. Initiatives to		
Number of woman and men involved into community project management plans (partecipation in activities, traiining, awareness campaign, workshops, etc.)	3	3	3	2	3	14	
Proportion of concrete adaptation community projects that have been identified in the Management Plans (currently 4 projects)	3	3	1	2	2	11	
Proportion of concrete adaptation community projects completed (currently 4 projects)	3	2	2	3	2	12	
Output: Concrete adaptation actions that help tourism operators become more	resilient to localise	ed climate change ri	isks (eg. Water short	age, storm damage, coast	al erosion to		
tourism facilities) through a small grants program							
Number of compliant applicant tourism operators that gain access to small grants for climate resilient actions	3	3	3	3	3	15	
Proportion of successful applicants that deliver a compliant outcome	2	2	3	3	3	13	
minimum required	3	3	3	3	3	15	
Output: Coastal tourism operators are connected to Climate Early Warning and	Information System	m (CLEWS)					
Number of TDAs that have access to a continuous stream of up to date information about climate warnings and how to use them (eg. continuous radio, TV, mobile phone app and website updates)	2	2	3	3	2	12	
Total number of women and men in tourism reliant communities trained in climate risk reduction	3	3	2	3	3	14	
Proportion of trainees that can demonstrate an adequate level of understanding of how to use the CLEWs available in their TDA	2	2	2	3	2	11	
Output: South-South transfer of tourism adaptation case studies between oper	ators in Samoan TE	OAs, and counterpa	rts in other SIDS				
Number of case studies that can demonstrate more than two adaptive responses to climate change	3	3	2	3	2	13	
Number of TDA operators in Samoa that are exposed to the case studies	2	2	2	3	2	11	

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3.2 **PROGRESS TOWARDS RESULTS**

3.2.1 GEF Tracking Tools

The Project Co-ordinator based with STA reports that progress towards results has been reported through the Project Implementation Reporting (PIR), rather than the GEF Tracking Tool. Two PIR Reports have been generated to date – one for 2014 and one for 2015. The PIR Reports address: Grants dispersed; Overall risk rating; Project summary; and a table based report on progress towards development objectives, via qualitative comments on the achievement of each indicator against forecast achievement.

The reporting between the two periods revealed that 2014 was a poor performing year for the Project, but that in 2015 progress improved and risk decreased. Specifically:

- Overall risk rating decreased from Substantial to Moderate
- Overall DO (Development Objectives) rating remained on Satisfactory
- Overall IP (Implementation Progress) rating improved from Moderately Unsatisfactory to Moderately Satisfactory

The qualitative comments on the achievement of each indicator against forecast achievement identified progress in some detail. The Table column in which this reporting is done is cumbersome to read as significant content is squeezed into a tight column that runs over many pages, losing the reference to the other columns and this the utility of a table format (see **Recommendation 3.1.3**). The reporting reveals several reoccurring project constraints:

- Protracted procurement, caused by poorly prepared ToR's, too many organisations being involved or needing to revisit poorly prepared ToR's, and companies being chosen who do not meet certain basic compliance criteria;
- Alternative reporting timeframes between the Samoan Government and Donors causing duplication of reporting efforts and a waste of precious Project team time; and
- Inadequate technical expertise among some of the consultants to deliver clear and pragmatic outcomes and reports.

While budget status is presented in summary form on the front page of the PIR, detailed budget reporting appears to be presented separately to the PIR by a quarterly reporting method. There appear to be some dysfunctionalities between the financial reporting timeframes used by

government and those used by UNDP and GEF. Compounding this is insufficient financial management expertise among the Project Manager and Project Assistant to undertake highly detailed financial system management on behalf of the Project, who in turn report insufficient financial management support from the STA financial management team. The critical indicator relevant to the current status of the Project that has been regularly reported on is the ratio of spent funds to those forecast at a given period. Throughout the history of the Project this ratio has been well behind the forecast, but has improved in 2015. Nonetheless, the bottom line with this critical indicator current reports that the Project is way behind its spend ratio, having only spent 23% after 2/3 of its allotted project timeframe.

The critical reporting that appears to be missing from this PIR system is a clear presentation of the development and implementation of each outcome against a forecast timetable. Project Management software should have been used to first fill out a set of tasks for each project outcome, and then against each task an allocation of start date, finish date, duration, and specific human resources needed to deliver the task. This is a fundamental omission in basic project management that could have alerted the Project Manager and Steering Committee to the increasing delays in project implementation and subsequent increasing pressure to complete the work with the Project period (see Recommendation 3.1.2).

The first two PIR Reports were submitted directly to the UNDP Focal Point. In the Steering Committee of October 2015 the UNDP Focal Point requested that future reports be first submitted to the Steering Committee for review and input. The Reports do not appear to have been submitted to the STA CEO for approval – doing this should enhance awareness, support and capacity building within the STA (see **Recommendation 3.1.4**).

3.2.2 Progress towards outcomes analysis

Table 3.3 provides ratings on the Project's progress towards its objective and each outcome. The assessment of progress is based on data provided in the PIRs, supplemented by input by the Project Team and the findings of the MTE mission – particularly interviews with the project stakeholders.

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Table 3.3 Progress towards results Matrix to assess the objective: Increase the resilience of the tourism sector of Samoa through mainstreaming climate risks into tourism-related policy processes and adaptation actions in coastal communities and tourism operators

Project outcome 1: Climate change adaptation mainstreamed into tourism-related policy instruments and public-private partnerships									
Project outputs	Indicators#	Mid 2013 Baseline level*	2015 Level of 2 nd PIR (June 2015) ⊀	Start 2016 Midterm Target	2017 End of Project target	Start 2016 Midterm Level^ & Assessment	Achievement Rating∆	Justification for rating	
1.1 Management plans integrating climate risks are	Number of TDA's with a completed Management Plan	0	0	6	6	6	S	All of the Management Plans have been prepared, translated and published, but not distributed to stakeholders	
developed in 6 Tourism Development Areas involving 12 villages	Number of Management Plans whose tourism vision includes climate change adaptation	0	6	6	6	4	S	Two of the Management Plans do not contain any elements that relate to climate change, and several others only do so indirectly, with generous interpretation	
	Number of Management Plans with an implementation plan containing high priority actions that all have a budget allocation	0	0	6	6	0	HU	No Management Plan has budget allocations to all of its High Priority Actions – crucial to assisting with implementation – especially those with a High Priiority	
	Number of Management Plans with an implementation plan containing medium priority actions that all have a budget allocation	0	0	6	6	0	HU	No Management Plan has budget allocations to all of its Medium Priority Actions – crucial to assisting with implementation	
	Number of Management Plans whose scheduled High Priority actions have commenced on time	0	0	6	6	0	HU	No Management Plan has commenced all of its High Priority actions on time	
	Number of Management Plans whose scheduled High Priority actions have commenced	0	0	6	6	0	HU	No Management Plan has commenced all of its High Priority at the time of the Mid Term Evaluation, reducing the liklihood of them being achieved within the Project Period	

* From the Project Document

🖈 See Attachment A for assessment of each TDA Management Plan that led to the amalgamated result shown in this Table

^ Colour coded Green = Achieved, Yellow = On target to be achieved, Red = Not on target to be achieved

A Ratings assigned using the 6 point Progress Towards Results Rating Scale: Highly Satisfactory (HS), Satisfactory (S), Moderately Satisfactory (MS), Moderately Unsatisfactory (MU), Unsatisfactory (U), or Highly Unsatisfactory (HS).

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Table 3.3 Progress towards results Matrix to assess the objective: Increase the resilience of the tourism sector of Samoa through mainstreaming climate risks into tourism-related policy processes and adaptation actions in coastal communities and tourism operators (CONT)

Project outcome 1: Climate change adaptation mainstreamed into tourism-related policy instruments and public-private partnerships										
Project outputs	Indicators#	Mid 2013 Baseline level*	2015 Level of 2 nd PIR (June 2015) ⊀	Start 2016 Midterm Target	2017 End of Project target	Start 2016 Midterm Level^ & Assessment	Achievement Rating∆	Justification for rating		
1.2 Technical guidelines developed on climate resilient beach tourism management practices	Number of operators and / or village tourism representatives within the 6 TDAs that have been trained on how to use the Technical Guidelines	0	55	46	46	55	HS	There has been a high turnout to training, though proportionally higher amoung community members than tourism operators		
	Proportion of small grant recipients that have applied the Technical Guidelines as part of their project	0	0%	25%	75%	10%	MU	Only two applications indicated any use of the Technical Guidelines – and this was low to modest. Most applicants are designing buildings themselves, without the input of specialists or other operators		
1.3 Recommendations developed to internalise climate change considerations into existing micro-finance, grant and	Number of tourism operators within 6 TDAs who have gained access to the Small Grants Program	0	0	10	20	17	HS	There has been a high take up of the Program, though a third of applicants required significant encouragement and could not prepare and submit an application themselves (done through questions by Small Grants Officer in person/over the phone)		
loan schemes to the tourism sector and feasibility of a climate risk transfer (insurance) mechanism (undertaken as part of a separate program to this project)	Number of tourism operators within 6 TDAs who have gained access to other financial products and/or insurance that address climate resilient actions	0	0	0	2	0	MU	There has been minimal communication with operators about the financial / insurance products available. The only product that has been accessed is the Small Grants Program		

* From the Project Document

🖈 See Attachment A for assessment of each TDA Management Plan that led to the amalgamated result shown in this Table

^ Colour coded Green = Achieved, Yellow = On target to be achieved, Red = Not on target to be achieved

Δ Ratings assigned using the 6 point Progress Towards Results Rating Scale: Highly Satisfactory (HS), Satisfactory (S), Moderately Satisfactory (MS), Moderately Unsatisfactory (MU), Unsatisfactory (U), or Highly Unsatisfactory (HS).

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Table 3.3 Evaluation Matrix to assess the objective: Increase the resilience of the tourism sector of Samoa through mainstreaming climate risks into tourism-related policy processes and adaptation actions in coastal communities and tourism operators (CONT)

Project outcome 2: Increased adaptive capacity to climate change and disaster risks of tourism-reliant communities									
Project outputs	Indicators	Mid 2013 Baseline level	2015 Level of 1 st PIR (June 2015)	Start 2016 Midterm Target	2017 End of Project target	Start 2016 Midterm Level & Assessment	Achievement Rating	Justification for rating	
2.1.1 Concrete adaptation actions that help tourism resilient communities become more resilient to localised climate change risks (eg. Strengthening coastal infrastructure,	Proportion of concrete adaptation community projects that have been identified in the Management Plans (currently 4 projects)	0%	0%	100%	100%	50%	U	Two of the four projects were not listed in the Management Plans (disaster shelter for Saleapaga and construction of coastal protection and beach replenishment for Manase). The two compliant projects were jetty construction at Manono and water resource management at Falealupo. Note Manase MP action is for awareness raising and Manono is for design only	
security, shoreline protection and development of alternative tourism experiences that reduce reliance on fine weather and beach experiences. Initiatives to ensure that both women and men participate in and benefit from these investments.	Proportion of concrete adaptation community projects completed (currently 4 projects)	0%	0%	0%	100%	0%	U	Though completion was not forecast by this point, construction commencement was. No project has started construction. All projects have been significantly delayed by the late completion of Management Plans (needed to identify potential projects) and procurement of contractors. It is unlikely that all projects will be completed on time and to a reasonable standard within the project period. Manase Shoreline protection (, which delay in construction works is mostly due to the complexity of the intervention design and planning, and Felealup / Manono Water Management have the best potential to be completed	
	Proportional split of benefit from the adaptation actions to men and women	50/50	50/50	50/50	50/50	50/50	HS	This indicator was included due to UNDP policy, but is extremely difficult to objectively assess, especially, during the project	
2.1.2 Concrete adaptation actions that help tourism operators become more resilient to localised climate	Number of compliant applicant tourism operators that gain access to small grants for climate resilient actions	0	0	10	20	17	HS	There has been a high take up of the Small Grants Program. A few applications have been unable to be awarded due to proponents business not being registered. Some projects appear inconsistent with the project objectives	
change risks (eg. Water shortage, storm damage, coastal erosion to tourism facilities) through a small grants program.	er Proportion of successful 0% 0% 100% 100% 0% isometries applicants that deliver a compliant outcome	U	No completed projects. Some applicants are constructing non-compliant projects using almost irreversible methods, probably more an iddue of indequately fefined grant expectations / requirements						
	Proportion of successful applicants whose contribution is double or more than the minimum required	0	0	70%	80%	95%	HS	The higher than anticipated score was due to low sized maximum grants neccessitated significant operator contributions, and the contribution requirement was set a little low	

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Table 3.3 Evaluation Matrix to assess the objective: Increase the resilience of the tourism sector of Samoa through mainstreaming climate risks into tourism-related policy processes and adaptation actions in coastal communities and tourism operators (CONT)

Project outcome 2: Increased adaptive capacity to climate change and disaster risks of tourism-reliant communities										
Project outputs	Indicators	Mid 2013 Baseline level	2015 Level of 1 st PIR	Start 2016 Midterm Target	2017 End of Project target	Start 2016 Midterm Level & Assessment	Achievement Rating	Justification for rating		
2.2 Coastal tourism operators are connected to Climate Early Warning and Information System (CLEWS)	Number of TDAs that have access to a continuous stream of up to date information about climate warnings and how to use them (eg. continuous radio, TV, mobile phone app and website updates)	2	2	3	6	3	S	Though this project is likely to be run on time, it's management may be limited due to the backlog of concrete projects that typically attract more management attention		
	Total number of people in tourism reliant communities trained in climate risk reduction	30	30	100	300	50	U	This project should have been focussed right after the Management Plans and Technical Guidelines, but their delayed completion required human resources to focus on commencing concrete projects instead		
	Proportion of women in tourism reliant communities trained in climate risk reduction	50%	50%	50%	50%	45%	S	This is not a difficult indicator to achieve because the majority of tourism operators are led by women		
	Proportion of trainees that can demonstrate an adequate level of understanding of how to use the CLEWs available in their TDA	0%	0%	100%	100%	0%	U	This project is running late and in its current scope is unlikely to be delivered on time		
2.3 South-South transfer of tourism adaptation case studies between operators in Samoan TDAs, and counterparts in other SIDS	Number of case studies that can demonstrate more than two adaptive responses to climate change	0	0	0	10	0	S	At this point, there are no completed projects to properly evaluate this indicator. However, the community projects and some of the Small Grant Projects involve two or more types of adaptive approaches. There is great opportunity to lift the number per project		
	Number of TDA operators in Samoa that are exposed to the case studies	0	0	0	34	0	S	It is too early to evaluate this indicator. There has been minimal planning of how this initiative could be undertaken against the available budget		

² See Attachment C for assessment of each TDA Management Plan that led to the amalgamated result shown in this Table

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Table 3.3 reveals that the Project has reached a critical transition point where sufficient progress has been made to signal some degree of successful outcome by the end of the Project period. However, this same transitionary point is under enormous pressure to deliver given the Project is well past its actual half time point of its total Project timeframe. In essence the planning has been done the first round of small grants have been rolled out, and the Project is poised to commence community based concrete projects and the second round of the small grants program as well as commencement of the CLEW Emergency Information System.

Table 3.3 reveals mid term indicator assessment is below where it should be:

- Only two indicators are Achieved
- 10 indicators are on target to be Achieved
- 9 indicators are no on target to be Achieved

Table 3.3 also reveals mid term achievement rating is well below where it should be:

- There were 11 positive scores (five highly satisfactory and six satisfactory)
- There were 11 negative scores (five unsatisfactory, two most unsatisfactory and four highly unsatisfactory)

Table 3.3 has identified a number of issues with the quality of some project outputs, the conversion of some outputs into the mainstream tourism environment. In particular most projects that have been largely completed have not been converted into training, or distributed to stakeholders or integrated into mainstream tourism policy and planning. So in essence what has been completed is yet to achieve the essence of the Project objective. Further comment on the quality of the work done to date will be made in **Section 3.2.4**.

3.2.3 Ratings for progress towards results

Figure 3.1 presents a timeline of progress in Project management and implementation of the Projects outputs. Figure 3.1 should be a direct output of a basic project management software used by this Project, but in the absence of this software had to be constructed by the Consultant. Figure 3.1 reveals that progress towards results has been fundamentally constrained by:

- 1. Delayed recruitment of Project Co-ordinator;
- 2. Delayed development of Project Inception Report and implementation plan
- 3. Overly lengthy periods to recruit staff and procure contractors
- Subsequent details in the delivery of Management Plans and Technical Guidelines that has then flowed onto delays in the activation of community projects and the Small Grants Program.

Figure 3.1 provides a positive indication that the Outcome 1 outputs are largely completed. However, the conversion of the basic outputs are yet to be completed. For example the Management Plans, Technical Guidelines and Financial and Environmental Risk Management Report are yet to be printed and disseminated, and there are no plans on how these reports will be mainstreamed into Tourism policy and planning processes

Figure 3.1 indicates far less progress towards results for Outcome 2. While Round 1 of the Small Grants Program has commenced, none of the Round 1 Projects are completed and Round 2 is yet to be programmed into the Project timeline. Critically the community based concrete projects are well behind and one of the more difficult components of the Project to fast track.

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3.2.4 Quality of work undertaken

This section is not part of the UNDP Guidelines, but in the Consultant's view, should form a part of the Evaluation. The very brief review addresses the quality of work across each project outcome.

Outcome 1.1 Management plans

The Management Plans present a missed opportunity to clearly set priority strategies for tourism and climate change resilience across Samoa into mainstream tourism policy and planning. The overall planning approach seems to have been dominated by geography over other dimensions of tourism planning, such as product analysis, market analysis, available skills and financial resources. While the 3D modelling presented a highly interactive way of engaging local stakeholders, there appears to have been limited strategy output from this technique. The consultant believes that the Management Plans could have offered a better outcome if:

- There was proper use of and linkages back into the National Tourism (see Attachment 5.7 for some salient points that could have been considered)
- Each Plan acted as a regional tourism plan, that also addressed climate change resilience
- There was a single strategic document that then had individual sections to address individual TDA's, ensuring first a national strategic approach, and second a TDA application
- All recommended actions had a cost estimate
- Recommendations were more widely dispersed and not bunched up in the first 12 months
- There is a mechanism established to integrate the Plans into mainstream tourism policy and planning. This could be achieved with the guidance of a Sustainable Tourism Development Expert (see Recommendation 4.1.2).

A valuable recommendation was for product diversification, through cultural products, food and drinks, experiences (collecting, cooking and eating), hinterland nature / ecotourism. These activities could:

- 1 Reduce tourist dependence on beaches and fine weather to be satisfied with their visit
- 2 Increase visitor length of stay (more to do, need longer to stay and do it all)
- 3 Increase spend and subsequent economic benefits in the hinterland

This is an initiative worthy of emphasis in the Small Grants Program (see **Recommendation 2.1.2A and Attachment 5.6**).

Outcome 1.2 Technical Guidelines

The Technical Guidelines are a stronger piece of work, because they feature some powerful concepts supported by clear visuals. They could have offered a better outcome if:

- There was an organisation made responsible for their implementation and use
- They contained a more practical set of concept drawings for constructing new fales that were more environmentally resilient, maintained a sense of authenticity in materials and design, and maintained the experiential dimension of their offer
- They focussed on using materials that were easily available in Samoa
- They were linked to the Small Grants Program

Outcome 1.3 Financial and Environmental Risk Management Plan

The Micro-finance / insurance work is another reasonable piece of work – particularly the assessment and subsequent proof that shows it is better to take out insurance than do nothing. However, the Plan would could have offered a better outcome if:

- It had benchmarked other work being done (eg. Maldives and Mauritius) to adapt into the Samoan situation, or even grow an international finance and insurance alliance
- Offered ways to integrate the recommendations with insurance and financing policy
- Explored partnerships with other countries facing the same issues

Outcome 2.1 Community-based concrete projects

The Management Plans were supposed have generated clear priorities for the Project to consider funding community 'concrete' projects. However, the prioritisation process seems to have struggled to create priorities that are easily able to be scoped, funded and delivered by the Project. Consequently, 99% of the concrete project recommendations in the Management Plans will not be implemented by this Project.

The only initiative that is naturally aligned to the Project objectives is the Manase coastal protection and beach replenishment – largely because this has multiple operators directly behind it, and thus directly able to benefit from it. Though the project has been plagued with skill and procurement issues, it is ready to commence and should proceed.

The development of a shelter to accommodate up to 100 people in times of extreme weather events (Saleapaga Shelter Initiative) is a major project that will require significant financial

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resources, professional expertise and human resources. The scope of this initiative is currently barely in development, key reasons are:

- There are currently no existing established standards or designs for building a cyclone proof hazard shelter in Samoa. MWTI has provided advice on compliance with the current Building Code, but design would require professional engineering and architectural expertise.
- The land area is only half the size formally required to accommodate the proposed number of people.
- Geo-technical and environmental assessment will need to be conducted to assess land stability and suitability for the proposed development.
- Development consent will need to be approved.
- There has been no feasibility or costing done for the above pre-development processes or the actual building works.
- Faofao Beach Fales have an existing substantial enclosed 2 story concrete accommodation building that could be used for temporary emergency situations when it is no longer safe for guests to stay in beach fales.
- There have been internal discussions within the STA Project Team about the ongoing use, maintenance and security of the building and an Agreement Note has been drafted.
 However, this has not been discussed with the community or land owners and conditions of the agreement will be difficult to monitor and enforce.

The MTE Consultant proposed an alternative approach that integrated a shelter with a new hinterland tourism development. This approach could still provide the proponents a source of funding, and being part of a tourism operation could provide the resources for maintenance. This approach could comply with the objectives of a reformed Small Grants Program – meaning that a tourism operator or partnership could apply for the funding and access expertise through the proposed group of experts. This project should be transferred to another more aligned program (see **Recommendation 2.1.1B**).

The Manono jetties initiative does not have sufficient funds to construct the jetties, so only design work is proposed as part of this Project. However, no feasibility or costing has been done and there is no indicative source of funding to construct the jetties.

The MTE Consultant cautioned against spending Project funds on design only, as design would not generate a measurable benefit for the Project. The Consultant recommended that the Samoan government sought another package of funding that addressed both design and construction.

Moreover, water security had been identified as the other most relevant focus area for this TDA, therefore the initial idea was for the Project to develop Integrated Rainwater Use and Capture Plans. These plans would have provided the strategic direction for operators to write funding applications to the Small Grants Program to implement recommendations. However, the operators most in need of water harvesting have already applied to the Small Grants Program under this Project and are implementing facilities, without the Plans. Only design work is proposed as part of this Project, but even this should be transferred to another more aligned program (see **Recommendation 2.1.1A**).

The water resource management initiatives tentatively slated for Falealupo and Manono are more aligned to this project than the disaster shelter and jetty projects, but their relevance to be funded and managed through this Project is still guestionable. The initial idea was for the project to develop Integrated Rainwater Use and Capture Plans for the operators that would then be implemented by the small grants. But it hasn't happened like this. In an attempt to keep some links to the management plans the Technical Advisor drafted the ToR focusing at the operator level to get an expert to come and design and implement. But since the MTE Mission site visits, this needs to be reconsidered. The key areas that were identified for this initiative were Falealupo & Satuiatua (TDA 5) and Manono (TDA 3). During the recent MTR consultations in January 2016, water resource management was either not identified as a major concern or priority, or had already been addressed through the first round of the Small Grants Program. Falealupo Beach Fales have two very large water tanks that are filled once a week, which meet their water demands. Satuiatua would benefit from improved water access as water pressure was very low, although it was not identified as a priority. Discussions with the property owner concluded that in terms of climate change risks, the large trees surrounding their property posed the greatest risk to their physical assets and the safety of their guests and staff. Consultation during the MTE with these operators revealed that the critical part of the issue had been addressed without the Plans, and that if there was a need for more tanks, such as to collect water for sharing with other parts of the local community, then they would apply through a second round of the Small Grants Program.An alternative is improving the water supply to the surrounding communities on Manono, considering they rely on the Sunset View operator for water. However, this diverts away from the link to tourism and should be something other government authorities are focusing on. This is a marginal project in its current scope, and if a review cannot ascertain a better match to the Project objectives, should be transferred to another more aligned program (see **Recommendation 3.1.1B**).

The community based projects are typically large, complex, resource hungry and time consuming. This component of the Project is not well matched to the Project objectives, timeframe and available human and financial resources. This work is better positioned with major capital works programs associated with disaster relief and ongoing resilience development associated with environmental and social objectives.

The scope of this Project component should be immediately scaled back to only leave in the components that are 'shovel ready' to commence and unlikely to require much coordination by the Project Team. The redirected resources should be reinvested into the Small Grants Program, where operators can be found that are prepared to leverage additional resources and drive implementation (see **Recommendation 3.1.1B**).

Outcome 2.1 Small Grants Program

The Small Grants Program has the greatest potential to achieve the project objectives, because it can leverage on unmet market needs, innovation, public private partnerships and capacity building. If the following limitations are addressed, there is merit in increasing resources to this part of the Project (see **Recommendation 2.1.2A**) via a second round. The major limitations observed are:

- Operators are not being given technical advice on how to design their submissions, which is critical to concurrently aligning the proposals to the objectives of the program and the tourism business. This advice could help shape a more integrated and visionary approach
- The grants are too small to make a difference, and the administration cost per grant is too high to justify. Grants need to be 3 – 10 times larger to do enough on site to achieve critical mass that transitions the business into a measureable resilient state
- 3. Many operators would have contributed more financial and in kind resources, if the grants were larger and they had accessed expertise to help them shape their proposals
- 4. Most operators are building new accommodation and dining facilities that are more resilient to storms and disasters, but have minimal character and experience. This is resulting in a net reduction in the appeal and competitiveness of Samoa as a tourism destination. Moreover, there is minimal removal of existing accommodation that is under threat.

5. The industry is going to need alternative experiences for more inclement weather. These experiences could also strengthen the appeal and competitiveness of Samoa, were recommended in the TDA Management Plans, and should start being created now, through the Small Grants Program.

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Figure 3.2 The challenge is to shift from beachfront vulnerable fales (such as that in left image of Manusina Beach Fales at Saleapaga) to back of beach resilient fales (such as that in the right image of Sunset Views Fales Manono Island), maintaining character, improving protection from inclement weather, offering views, relaxation space and ensuites)





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Figure 3.3Existing fale (left) and products some operators are replacing them with
buildings that are more resilient but lack character (right)







Figure 3.4 Grant recipients have used the Program to upgrade as much as increase resilience. This recipient has built closer to the beach, rather than further away where the risk is lower



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Figure 3.5 Some operators have already begun to promote alternative experiences to the beach, using quite creative media – this is a key part of a climate resilient Samoa tourism offering



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Outcome 2.2 Early warning system & awareness training

The Climate Early Warning System (CLEWS) has been scoped with the Meteorology Division of MNRE into a scope of works, and the Project Team have tendered and prepared the consultant for activation. The current budget focus on constructing information centres might be better invested in digital communication potential and operator training, since these are more flexible, cost effective and in demand forms of communication (see **Recommendation 2.2.1**).

Outcome 2.3 Case study communication & training

This outcome should have been designed to raise awareness and understanding of climate change throughout the Project. Given that it has not been started yet, there is an opportunity to further tailor the scope to integrate the concept of champions as the focal point for the case studies (see **Section 3.4.3**) (see **Recommendation 2.3.1**).

3.3 PROJECT IMPLEMENTATION & ADAPTIVE MANAGEMENT

3.3.1 Management arrangements

The UNDP appears to have undertaken its day to day Project Management role with responsibility, professionalism and care. Stand out contributions have been in:

- procurement assistance (from reviewing and providing advice on ToR, to taking on the role of procurement to expedite late activities;
- financial monitoring (particularly in relation to ratio of budget forecast to be spent versus actual spend ratio);
- strategic input into Steering Committee Meetings (particularly checking on reasons for delays and trying to find pathways around the barriers); and
- assisting the last Project Manager settle into the position, catch up and deal with the requirements of various bureaucracies, to the point of mentoring them to greater professionalism and outputs.

Management arrangements of the UNDP appear consistent with those proposed in the Project Documents. The Ministry of Finance prefers all procurement to go through their procurement section, but accepts that sometimes the UNDP will want to manage procurement itself (eg TA recruitment) and that sometimes they may run procurement on behalf of STA for this Project, to catch up on time and avoid significant Project issues that may otherwise have eventuated. In these instances they ask to be kept fully informed of the process and outcome.

There have been times where more strategic assistance to the Project Team would have greatly helped the Project such as:

- reviewing draft work from contractors and providing feedback to solve issues relating to quality in practicality of implementation; and especially;
- regularly providing strategic direction to the Project Team as they face barriers or as there are opportunities to leverage more and integrate more with the Samoan tourism sector.

This has not been as forthcoming from the STA as could have been expected, either because it wasn't asked for or wasn't available at the time. The UNDP have sometimes informally assisted with this need, but are aware that ultimately it is up to the STA to source this assistance (see **Recommendation 4.1.2**).

Steering Committee Meeting records confirm the UNDP has constantly focused on monitoring the timely delivery of outputs, and where these are being delayed, constantly assisted the Project Team to clarify the barriers and form solutions to address them. The UNDP could have added to its high level of budgetary monitoring, an equivalent level of support with timetable based project management resourcing, task forecasting and task timing review. This is where fundamental project management has fallen down, and where there should be core expertise within the UNDP to give the STA Project Team the capacity to properly monitor and report using professional project management software. The PIR reporting structure would benefit from UNDP project management expertise to rebuild the Projects Results Framework so that the indicator based reporting is not presented in a tiny column that goes over many pages but rather has the space to be concurrently compared against the baseline and annual data. Improving the presentation of annual and quarterly reporting would enhance the accessibility of the findings to the Project Steering Committee Members, and in doing so probably access a greater level of input from those members than currently is occurring.

Perhaps the major learning for the UNDP's project management to date for this project, is that as the project became profoundly late some type of UNDP lead mini project evaluation to determine the value of continuing with some aspects of the Project, versus making a strategic decision to

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consolidate some resources into outputs most likely to be achieved on time with the available resources. This "mini evaluation" could also have contemplated the recruitment of additional expertise to expedite the Project.

The frequent delays associated with procurement and recruitment may to some extent been able to been addressed by:

- UNDP providing direct assistance to correcting ToR's;
- The government utilising a wider range of recruitment distribution systems to enhance the potential number and quality of procurement respondents; and
- government inviting the UNDP to take on the recruitment on behalf of government.

STA as the implementing partner as now needs to increase the role of its senior management, planning and policy team to further engage with the Project. In particular the Policy and Planning Team need to start working on the integrating of the Management Plans, Technical Guidelines and Financial Risk Management Report into mainstream tourism policy and planning and related environmental planning and disaster management sectors. Senior Management also need to increase their role in the Project through regular reviews and inputs into the re-scoping and implementation of a revised project that might follow this Reports recommendations.

Both the UNDP and the STA will need to take a very flexible and pragmatic approach to the implementation of this Project, accessing additional human resources and expertise as required, implementing transparent project management software and its reporting and most importantly being prepared to shift Project resources to maximize implementation of Project outputs with the greatest potential for completion within the available timeline remaining (within the guidelines and rules of the UNDP and Samoan government).

3.3.2 Work planning

As identified earlier in the Report the strength of the Project design has been to set up a staged approach based on planning, prioritisation, development guidelines and then varying approaches to concrete delivery. The only limitation of this logical process is that a delay in the first stage causes as delay in the second and third – this is what has happened to this Project. Moreover, delays in the procurement and recruitment of expertise has delayed all of the stages.

Work planning processes have been results based. However work planning has continued to attempt to follow the original project design regardless of the constant delays in procurement and recruitment and regardless of the delays of the first two stages of the Project and its impact on the final stage. As mentioned in the previous section work planning would have benefited from a "mini evaluation" that contemplated the likelihood of achieving all of the Projects ambitious scope within the available time remaining, as well as whether the scope should be reduced or the scope within some outputs should have been reduced and resource savings transferred to other outputs with greater capability of being implemented on time.

Work planning was further compromised by an inadequate Results Framework. Two issues with the Framework were:

- some indicators were based on 'live indicators' (indicators assuming outputs were achieved and subsequent positive benefits could have been monitored during the Projects remaining timeframe); and
- an absence of indicators addressing quality/relevance and pragmatic implantation capability of the actual work being output.

These indicators have been replaced as part of the MTE process, and the revised Framework needs to be activated (see **Recommendation 3.1.1**).

3.3.3 Finance and co-finance

Strong financial controls have been established that allow the project management to make informed decisions regarding the budget at any time, and allow for the timely flow of funds and the payment of satisfactory project deliverables. There has been a strong evidence of monitoring and reporting of variances between planned and actual expenditures. Quarterly financial reporting has been consistent with UNDP guidelines.

There have been no reported changes made to funding allocations to date, though the recently approved additional funds from the AF project for the Manase Coastal Protection construction confirmed \$1.3M at the Technical Advisory Meeting on Fri 22nd Jan 2016. This is reportedly doubled the initial amount.

The project has not leveraged any additional resources since inception. However, it can be noted that:

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- 'Climate risk transfer insurance mechanism' (Outcome 1.3) component was taken over by the TCRP project (Key area 4: Financial and environmental risk management of the sector), funded by the New Zealand Aid Programme, which indirectly reduced costs and management requirements; and
- The Adaptation Fund project "Enhancing the Resilience of Samoa's Coastal Communities to Climate Change" is funding the construction works at Manase.

Approximately 48% of the total grant budget and 56% of the in-kind budget has been spent, as shown in **Table 3.4** – a co-financing table for UNDP supported GEF financed projects. The main co-financing partners of the project are the Government of Samoa (GoS) and the UNDP. The GoS STSP is a five year program within the Tourism Authority funded by New Zealand. Coordination takes place between project coordinators in STA. Co-financing is measured on how much co-financing partners contribute to project objective, even if there's no 'interaction' between the project and the co-financing partner.

UNDP funded PSSF with approximately US\$500,000 in 2008, at the beginning of their five year operational cycle. The coordination between the project and PSSF should have happened during the delivery of the small grants, but due to various circumstances the project team decided to use their existing facilities in STA to deliver them, instead of the PSSF. This part of the co-financing therefore might no longer be considered as a contribution.

Table 3.4 Co-financing table for UNDP supported GEF financed projects

Sources of co- financing	Type of co-financing	Amount Confirmed at CEO endorsement (US\$)	Actual Amount Contributed at stage of Midterm Evaluation (US\$)	Actual % of Expected Amount
Government of Samoa	In kind	88,500	50,000	56%
Vertical Fund (Adaptation Fund)	Cash	507,497	0	0%
TOTAL		595,997	50,000	8%

3.3.4 Project level monitoring & evaluation systems

The Consultant was unable to locate a Monitoring and Evaluation (M&E) plan for implementation. Instead the essence of the Project monitoring and evaluation has been conducted through a combination of Quarterly Reports and annual Project Implementation Reviews (PIR).

The Quarterly Reports address for each outcome what has been achieved in the previous guarter. any significant challenges and how these are planned to be addressed. Each Quarterly Report is signed off by the Project Team and endorsed by the STA CEO. In the Consultant's view the Quarterly Reports are deficient in their coverage of challenges and solutions. The essence of the challenge is not adequately explained and the implications of it not being addressed are not identified. The solution is equally simplistic. Where a challenge appears to be recurring (such as delays in procurement) more attention and perhaps an even more strategic solution should have been given. In addition the Quarterly Reports should present a visual depiction (timeline) showing the original forecast timing and completion for each output, the current status and if required a reforecast for delayed activities. This chart would empower Project Management and Steering Committee to gain a clear view of how the Project is tracking, its likelihood of being completed on time, and what outcomes may need strategic attention to address lagging and at risk delivery dates. The Quarterly Reports should also present time estimates for the Project Team members to facilitate delivery of each project output the resourcing chart presented as a timetable should then be able to explicitly show the transfer of delayed projects building up and compressing time requirements for each project team member. At this point in the Project this chart would show that the Project Team's commitments have probably doubled if not trebled for the remaining Project period, and may in fact be way outside the budgeted time still available for each member.

The PIR's as identified earlier in this Section provide:

- a project summary of status;
- a risk rating;
- amount of disbursement achieved to date;
- a report of progress against the indicators contained within the Revised Evaluation Framework;
- reporting on progress towards the Project objective;
- reports on implementation;
- an outcomes based rating and commentary of progress towards the Project objective; and

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a critical risk analysis.

The PIR appears to provide excellent commentary on the status of the Project and some of the barriers holding back its timely implementation. Three limitations of the current system appear to be:

- 1. A lack of evaluation on the quality of work being delivered through each outcome and its capability to be implemented within the practical skills and resources available.
- 2. For almost or perceived to be completed outcomes, there is insufficient attention given to how to integrate the work into the mainstream tourism policy planning and operational sectors.
- 3. Recommendations to improve communication, monitoring and reporting systems and implementation of outcomes are embedded in the same commentary, rather than being separated so that they are easy to transfer and adopt into Project management (see **Recommendation 3.1.3**).
- 4. The responsibility for this work appears to rest almost entirely on the Project Manager. Compiling these reports is time consuming and requires high level of focus to prepare to an adequate standard. Consequently, this reporting is having a significant effect upon the Project Co-ordinators other roles in implementing the outcomes. There is too much reliance on the Project Co-ordinator to do the reports and implement the Project at the same time. There is insufficient Project team expertise and resources to get both of these tasks done adequately, and at present Project reporting is being achieved to a reasonable standard, but at the expense of the implementation of the Projects outputs (see **Recommendation 4.1.2**.

Both the Quarterly Reports and the annual PIR's appear to have financial reports, stapled to them rather than integrated into the same reporting system. These financial reports appear to vary in their detail and ease of interpretation, and would benefit from an executive summary of the most salient points.

The Quarterly Reports and annual PIR's are presented to the Steering Committee and feedback from the Steering Committee is reported in the Project meeting records. On request, copies of the Reports are also forwarded to GEF through the UNDP. The MTE Consultant could not find any formal ways that the Project work is integrated into the STA and in particular the Planning and Development Division (see **Recommendation 3.1.4**).

There does not appear to be a system for presenting subsequent recommendations that then reappear in Steering Committee agendas and follow on reports. This omission limits the ability of

reporting to be converted to evaluation, improved decision and improved results (see **Recommendation 3.1.5**).

The annual PIRs are presenting risks to the Project as well as recommendations to address these. However, strategic responses do not appear to be occurring, for example, the 2015 PIR identified a shortage of support staff and the additional responsibility for dealing with the environmental and financial risk management component of the Tourism Cyclone recovery Program. In this instance additional work was borne by the Project team and additional resources were not forthcoming. As a consequence, Project outcomes were delayed.

Some of the PIR reporting expectations appear a little unrealistic for the early stages of the Project, for example, it is questionable how relevant early reporting should address:

- how the Project has helped to improve peoples lives;
- how the Project has supported South-South cooperation and triangular cooperation efforts;
- innovation and work with civil society organizations, indigenous peoples, private sector and other partners (all expected to be reported individually); and
- increasing gender equality and improving the empowerment of women.

The M&E system in place is insufficient to be effective in steering the project according to the issues/needs arising during implementation.

3.3.5 Stakeholder engagement

Stakeholder engagement has had a strong cross-cutting presence throughout the Project. The Project Steering Committee has relevant stakeholder representation and its conduct provides good opportunities for stakeholders to input into the Project. All of the Projects outputs to date have strongly engaged with stakeholder consultation to provide valuable input into strategic directions and priorities. A separate subcommittee for the Small Grants Program has provided relevant stakeholder input into the assessment and selection of suitable grant recipients.

While most workshops have been well attended there is a challenge attracting operators to this type of consultation on a recurring basis. There are signs of smaller operators getting consultation burnout. Attendance at the last financial and environmental Risk Management Project workshop was quite low. There may be a need for the more labour intensive one on one consultation to re-engage some of these stakeholders in further aspects of the Project. Even more

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importantly the second round of the Small Grants Program will require this one on one consultation with shortlisted applicants to maximise their understanding of the Project objectives, and strengthen the quality of their application so that it better reflects the objectives of the grant program and their business (see **Recommendation 2.1.2C**).

Ongoing stakeholder consultation could also benefit from a higher level of strategic tourism industry input so that strategic considerations are further taken into account in the shaping of the Project outputs – especially the Small Grants Program. Strategic implications that are not being adequately integrated into this Project through stakeholder input include:

- integration with mainstream policy and planning;
- target market needs;
- opportunities for priority product development;
- subsequent industry strengthening growth
- tourism management improvement (sustainability, inclusiveness and competitiveness); and
- reinforcing the collaboration/alliance between public and private sector for a strategic partnership dealing with climate change and tourism (see Recommendation 4.1.2).

Another issue limiting the effectiveness of stakeholder support is the timeliness in getting final results/reports back to stakeholders. There has been a lengthy period of time between stakeholder input and final results/reports for the management plans, technical guidelines and financial and environmental management report.

The Consultant's interviews with industry operators revealed that most of them:

- are acutely aware of how disasters have or could impact their business, and are highly receptive to enhancing the resilience of their business to such disasters; and
- do not have a clear idea of how climate change is going to impact their business and are generally uncertain of what to do and how much to invest to increase the resilience of their business to such impacts.

In essence, disaster sensitivity is fuelling some degree of response to climate change, but is also confusing the nature of the response. The Consultant also found some evidence of this amongst stakeholders in the public sector.

Finally, it was acknowledged in the Project design section of this Report that Output 2.3 could have been broadened from a set of case studies to a regular communications initiative for the life of the

Project. Following this directive the Project could have considered a way of regularly reporting to stakeholders about Project progress as a means of building stakeholder awareness and support. There is an opportunity to further shape this output to enhance the engagement of stakeholders utility of lessons learnt and the final reach of communicating this content (see **Recommendation** 2.3.1 - 2.3.6).

3.3.6 Reporting

The adaptive management changes have been reported by the Project Team and shared with the Project Steering Committee through Quarterly Reports, annual PIRs and verbal reporting at additional Steering Committee meetings.

The Project Team and partners have generally fulfilled GEF reporting requirements, but more work needs to be done in reporting the status of implementation against a forecast implementation timetable. Other improvements needing to be made to reporting have already been identified in **Section 3.3.4** Project Level Monitoring and Evaluation Systems

Reporting and sharing results with stakeholders from the Quarterly Reports and annual PIRs has already been addressed in **Section 3.3.4**.

Some of the lessons derived from the adaptive management process have been documented in the Steering Committee meeting records, and shared with key partners. However, this MTE Report represents the first time that key lessons have been combined into the one document.

3.3.7 Communications

Internal project communication with stakeholders has largely been done through a combination of emails, telephone calls and face to face meetings. The lack of documentation of this communication makes it difficult to assess how effective this communication has been. However the communication between the Project Manager and the UNDP focal point has been particularly good; with the transfer of skills, insights and trust forming a strong productive relationship.

As identified in **Section 3.3.5**, communications could be improved into the STA (particularly the CEO, senior management and Planning & Development Division) as well as with strategic level tourism expertise. Regular briefings with a Q & A could be useful in assisting to further integrate the Project into mainstream policy and planning. **Section 3.3.5** also identified opportunities to improve communication about the project through regular postings of Project progress on the STA

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website. At this point in the Project, without significant reforms to the scope, it is likely that there are not sufficient technical resources and time will run out to prepare Output 2.3. This Output could be re-scoped to engage the expertise used in the Project partners engaged in the Project and potential operators to be engaged beyond the Project. The Small Grants Program is the most relevant Project outcome that should be focused on for preparing case studies supporting Output 2.3. There are insufficient funds to deliver Output 2.3 to a level reflecting the significant resources put into the other parts of the Project (see **Recommendation 4.1.2**).

3.3.8 Ratings for project implementation

Based on the assessment of the categories above, the **overall Project Implementation & Adaptive Management rating from the UNDP 6-point scale given by the Consultant is Moderately Unsatisfactory (MU).** The 2014 & 2015 PIR reports allocated the same rating from both the Project Co-ordinator/Manager and the UNDP Country Office Program Officer⁸. This ranking is based on implementation of some of the seven components not leading to efficient and effective project implementation and adaptive management, with most components requiring remedial action.

3.4 SUSTAINABILITY

3.4.1 Sustainability and Risk

Sustainability is generally considered to be the likelihood of continued benefits after the project ends. Consequently, the assessment of sustainability at the midterm considers the risks that are likely to affect the continuation of project outcomes.

Table 3.5 presents the risks to the Project formally reported in Quarterly and Annual Reports. The most frequently and strongly reported risk has been insufficient technical staff to undertake the work required in the timeframe available, followed by overly complex procedures for procurement. The last Annual Report on project progress presented within the 2015 PIR stated that "The project unit only consists of the project manager, assistant and the newly appointed Technical Advisor who will be working on an 80 days contract over 12 months. The 2015 PIR

Report recommended to the Project Steering Committee to recruit technical on ground staff to assist with project implementation. The Steering Committee decided to have the Technical Advisor recommend a solution once on when on board. The Technical Adviser recommended that two positions be made available to assist with the remainder of the project implementation, a Small Grants Facilitation Specialist and a Principal Technical Officer. This was presented to the Project Steering Committee and decided that the two proposed positions could be combined into one as the Principal Technical Officer. The Project remains seriously under-skilled to be able to complete what is expected of it.

There are moderate risks that there will be insufficient human and financial resources available to continue with the Project direction after the Project funding is expended. Significant scope adaptation and tourism expertise is required to make the most of the remaining time and resources, such that further in country capacity is built.

Compounding the central issue identified by the Project Manager, is the Consultant's view that the project's sustainability is further seriously limited by a lack of sustainable tourism development industry expertise

The Project has overly constrained by overly complex and idealistic procurement policy that has left with the Project Manager to sort out. Some of the procurement principals are valid but there execution places too much onus on the overly stretched Project Manager. Two examples of the unsustainability of procurement policy are:

- Preventing the Project Designer from later applying for the Technical Advisor is poor procurement policy. This person built up enormous knowledge of how to deliver the project, and was best equipped to play a key role in its delivery. A procurement process should be possible that permits the individual to bid against other applicants, with the best person for the job being appointed – the same as government departments permitting existing employees bid for alternative positions.
- There is an over reliance on 'one off appointed consultants, who then leave the country and take core experience and expertise with them. A more sustainable approach would have been the development of a central project team of expertise to develop core parts of the Project, and then ideally, stay on in Samoa to assist implement it. The project team should have led

⁸ Project Progress in Project Implementation PIR rating for 2015 was "Satisfactory", both for PM and for UNDP focal point

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Table 3.5 Project risks identified in Project Reporting, mitigation measures implemented and the MTE review of their effectiveness

Critical risks identified in reporting	Mitigation measures implemented as a result	MTE comment
Quarter 3 2014 Quarterly Report Lengthy procurement processes and finalisation of services contract such as the Water Technology contract which has caused a slight delay in the TDA management plan and technical guideline implementation	 Formulated a consultants' database from the contacts and areas of expertise of consultants who had tendered for all other works to ensure the right experts are informed of tendered services. A procurement plan outlining the appropriate procurement method will also assist in expediting the procurement of services for future project activities The Project Steering Committee made meeting resolutions regarding this item to be submitted to the Samoa Tourism Authority for immediate action 	No Steering Committee meeting resolutions could be found in the project documents
Quarter 4 2014 Quarterly Report Lengthy procurement processes – particularly the contract review process	 Representative from Attorney Generals Office to Project Steering Committee to assist with familiarising with project activities and for guidance of project decisions 	Inadequate response – insufficient analysis of the causes and potential solutions to procurement delays
Quarter 1 2015 Quarterly Report Need more staff to assist with the project activities – need two technical staff for two years as assist the Project Manager	 Temporary assistance from the Ministry of Natural Resources and Environment to conduct Plan of Management Workshops Temporary assistance from the STA of two staff to assist with consultation 	The response was helpful but short term and highly specific. The critical need for long term technical support was not addressed
Quarter 2 2015 Quarterly Report Shortage of staff, particularly for on ground activities	 Planning & Development Division assigned a Senior Planning & Development Officer to assist with geotechnical and geological work associated with Manase Project Project Manager recommended a Principal Level Technical Officer Steering Committee to ask new Technical Advisor for advice on how to address expertise needs 	The Planning & Development Division response was helpful but short term and highly specific. The critical need for long term technical support is delayed
Quarter 3 2015 Quarterly Report Delays in procurement Delays in finalising Small Grants Scheme	 Move Small Grants into the Project Team in STA 	Procurement issues are not resolved and fast tracked The critical need for long term technical support is delayed
Quarter 4 2015 Quarterly Report Delay in progressing Small Grant Scheme	Revise documentation with Sub-Committee	Procurement issues are not resolved and fast tracked The critical need for long term technical support is delayed
2015 PIR Report Shortage of ground support staff The project unit only consists of the project manager, assistant and the newly appointed Technical Advisor who will be working on an 80 days contract over 12 months. made to Project Steering Committee to recruit technical on ground staff to assist with project implementation	 The Steering Committee decided to have the Technical Advisor recommend a solution once when on board. The Technical Advisor later supported the need for a Small Grants Facilitator and a Principal Technical Officer and assisted with drafting ToR. The Steering Committee decided that the two positions could be integrated into one 	The Project remains seriously under skilled to be able to complete what is expected of it

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 the development of the TDA Management Plans and written these into mainstream policy and planning. There just isn't enough being done through the Project to build tourism expertise within the STA to carry on the initiatives (see Recommendation 4.1.2 and 4.1.3).

After this review, the Consultant gives a Sustainability Ranking of Moderately Likely (ML). This means there are Moderate risks, but expectations that at least some outcomes will be sustained due to the progress towards results on outcomes at the Midterm Evaluation.

3.4.2 Financial risks to sustainability

It is difficult to determine the nature and degree of financial and economic resources being available once the GEF assistance ends. This is a significant piece of research in itself, beyond the typical time available in an MTE. At this stage, the presence of significant 'related' programs in disaster relief offer some cross over, and may assist to implement some of the recommendations in the TDA Management Plans.

The financial resources needed to help make this project continue on are those associated with:

- Capacity building across the tourism sector but especially within the STA, to carry on the integration of climate change policy into mainstream tourism policy; and
- The financial resources to continue incentivising the private sector to adapt and increase their resilience to climate change (another small grants program)

Without these two initiatives, the sustainability of the Project will be significantly diminished. The remainder of the Project's scope and supporting budget should be adapted to begin facilitating this transition (see **Recommendation 4.1.2**).

This is the first GEF project on tourism in the country, soilt is difficult to ascertain the likelihood of a second similar program being funded by GEF or other donor within two years. The GEF6 cycle (current) is focused on mitigation, while immediately previous ones mainly on CC adaptation in Samoa. The UNDP advise that there is not much likelihood for other Programs to immediately pick up this Project's objectives with funding. However, given the good collaboration between implementing partners, ministries and donors in the country, it is a possibility.

There may also be value in establishing a future second Project based around another Small Grants Program. This could be leveraged through links with the New Zealand Tourism Support Program and Aus Aid micro-finance and low interest loans

3.4.3 Socio-economic risks to sustainability

There are no significant social or political risks that may jeopardise sustainability of project outcomes.

However, the consultation associated with this MTE found:

- acute levels of awareness of the impact that weather can have on communities, infrastructure and businesses, largely due to recent cyclone and tsunami activity;
- minimal levels of stakeholder understanding of climate change risks, impacts and mitigation measures needed to be implemented; and
- the writing up of many high cost priority actions in the Management Plan without any obvious sources being identified to fund them; and
- an opportunistic culture to utilise grants to expand tourism businesses rather than strengthen their competitive advantages and resilience to climate change.

Consequently, there is currently a high risk that the level of stakeholder ownership (including ownership by governments and other key stakeholders) will be insufficient to allow for the project outcomes/benefits to be sustained.

A more sustainable approach for the Project would be to focus on a smaller number of initiatives and investing more in each. Determining which ones to focus on could be done through criteria such as those that represent:

- true vulnerability to climate change impacts;
- opportunities for poverty alleviation; and
- the emerging champions of tourism those that have demonstrated professionalism, innovation, investment and the adoption of sustainability practices in order to be more sustainable.

This narrower focus would result in greater leverage of limited project resources, because these stakeholders would co-invest more than their colleagues. This targeting would also result in the establishment of climate change resilient champions, prepared to inspire and share their experience with the next collection of emerging champions, as means of promoting that they are best practice (which in turn flows into social media-based recommendations among bloggers and potential visitors). With each round, the Project would reach towards the more challenging

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stakeholders with an ever expanding set of successes from which to leverage more political and financial support (see **Recommendation 2.1.2A**).

If this more sustainable approach was adopted, then it could be positioned into Outcome 2.3, such that the first set of champions became the case studies and the second round became the trainees that became inspired and knowledge from interactions with the first round (see **Recommendation 2.3.4**).

The Project needs more tourism leadership at the strategic and industry levels, to further motivate and assist the first round of champions into climate change adaptation action. This should include greater involvement from the STA CEO, and perhaps the engagement of a tourism industry leader to assist the project team (see **Recommendation 4.1.2**).

The recent loss of the Project Manager is another major loss of the Project's intellectual property. The replacement person will need to have a strong capability to focus on priorities and not be overly distracted with competing lower priorities and bureaucracy.

3.4.4 Institutional framework and governance risks to sustainability

The project is yet to put in place frameworks, policies, governance structures and processes that will create mechanisms for accountability, transparency, and technical knowledge transfer after the project's closure. This is another constraint to sustainability.

The project has not adequately developed appropriate institutional capacity (expertise) to make it self-sufficient after the project closure date. At the end of Project funding, the Project Manager, Small Grants Officer and Technical Advisor will lose their positions and employment. So more needs to be done to either retain them in other roles within STA, or transfer the knowledge and skills to other relevant STA employees, so there is some expertise and motivation within STA to continue with implementation.

The project needs to change its broad and overly inclusive approach to one that more strategically targets champions and key persons capable of carrying on the Project after it has formally finished. Certain tourism operators and staff within the STA need to be targeted now, and engaged through the STA leadership and a tourism industry leader to assist the project team.

Figure 3.6 The MTE Consultant discovered a number of champion operators who with some expertise could design, co-fund and implement climate resilience works that also enhances the tourism product offer



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4. **CONCLUSIONS & RECOMMENDATIONS**

4.1 CONCLUSIONS

The Project is an ambitious one. The project design started with the very best of intentions, and generally, with strong documentation on climate change and its potential impacts on tourism in Samoa. However, the five perceived barriers to a successful project that were identified in the UNDP-GEF (2013) Project document (see **Table 3.1**) were not adequately reflected in the Project Design. The report warned of insufficient capacity within the STA to integrate climate risk concerns into tourism planning processes (particularly regulatory procedures, environmental impact assessments, standards, guidelines, incentives and awareness raising). The Report emphasised the need for strong inter-ministerial co-ordination on climate change given the weak status that was identified in 2013. In essence, nobody worked out how to integrate climate change responses into mainstream tourism planning and processes and at this point in the Project, still, nobody has. Consequently the critical mainstream element of this Project has minimal direction, insufficient tourism industry and planning expertise, and is subsequently unlikely to be realised.

With the major planning work now completed strategic tourism expertise needs to be quickly harnessed and integrated into the Project Team, in an effort to try to mainstream the completed work. This expertise should have the added benefit of producing strategic problem solving skills to the Team and ongoing innovation critical to the delivery of more concrete adaptation related initiatives.

The Project scope is too wide to be achievable in the remaining timeframe available. The best way forward is to reduce scope in the high risk areas – particularly the community based concrete adaptation measures, which are the most highly prone to delays and highly dependent on high level project management skills that are in short supply.

The major opportunity for this Project is the re-scoping of the Small Grants Program. A Program that offers more funds to each applicant is likely to create a higher and more measurable degree of resilience to climate change among each recipient. Moreover, the co-development of small grant proposals using an integrated team of sustainable tourism development, architect, engineering, local fale building and landscape architecture, counter balanced with government approval expertise, could greatly enhance each initiatives ability to build climate change resilience and the

competitive advantages of the product in question. A reformed Small Grants Program with this focus would create a set of case studies worthy of the final capacity building outcome of this Project, and would also increase the overall competitiveness of Samoa as a destination. The following recommendations are therefore a bold and tourism industry based attempt to realign the Project to its original objectives and strengthen Samoa's tourism offering.

4.2 **RECOMMENDATIONS**

This Section provides a set of recommendations to enhance the performance of the Project. The recommendations have been structured under each project outcome, and documented in the following four tables:

- Table 4.1 provides recommendations for project Monitoring and Evaluation (Outcome 3)
- Table 4.2 provides recommendations for Project Management (Outcome 4)
- Table 4.3 provides recommendations for Outcome 1 (addressing Management Plans, Technical Guidelines and Financial Risk Management)
- Table 4.4 provides recommendations for Outcome 2 (community concrete projects and the Small Grants Program)

Each table has been coded for accurate referencing. Each recommendation has been addressed in short form and then as a more detailed explanation. Each recommendation has also been allocated a timetable and a lead person(s) to lead implementation.

Attachment 5.6 provides further detail supporting recommendations relating to the Small Grants Program.

Table 4.5 presents a timetable for the implementation of the critical tasks, based on the assumption that a six month extension is awarded to June 2017. A more detailed Work Plan would be produced to incorporate all of the recommendations and supporting tasks, as soon as the Sustainable Tourism Development Expert is recruited and arrives in Samoa.

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Table 4.1	Recommendations for Outcome 3: Monitoring and evaluation

Rec #	Recommendations for Outcome 3	Supporting comments	Timing	Entity Responsible
3.1.1	Implement the revised Project Results Framework	Commence using the Revised Project Results Framework (see Table 3.3) for ongoing Quarterly Reporting, Annual Reporting and the Final End of Project Evaluation For justification, see Section 3.3.2	March 2016 to end of Project	Project Manager
3.1.2	Introduce Project Management Software	Log tasks, connect related tasks, establish a critical path, allocate Project Team Member responsibility, allocate external resources required For justification, see Section 3.2.1	March 2016	UNDP Focal Point
3.1.3	Consider adjusting the PIR Reporting to enhance presentation of project status	Adjust the Table formatting so that reporting can be compared to forecast results and recommended improvements are separated from the status report For justification, see Section 3.2.1, 3.3.4	2016	UNDP GEF M&E Team in the New York Headquarters
3.1.4	Submit PIR and Quarterly Reports to the STA CEO for approval	Gaining approval should enhance awareness, support and capacity building within the STA For justification, see Section 3.2.1	March 2016	Project Manager
3.1.5	Adjust all Steering Committee Meeting Agendas and records to follow up past actions and send out Meeting Records within two weeks of the meeting	Each Meeting Agenda and subsequent record should re-present key decisions made, so they can be followed up and fully implemented. The circulation of minutes after SC, so that stakeholders have the chance to make comments while still fresh from meeting, and minutes should be then signed and circulated to all stakeholders for their record For justification, see Section 3.2.4	March 2016	Project Assistant

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Table 4.2 Recommendations for Outcome 4: Project Management

Rec #	Recommendations for Outcome 4	Supporting comments	Timing	Entity Responsible
4.1.1	Extend the Project period for a further six months	The Project has had inception and procurement delays amounting to approximately one year. 2015 saw the Project accelerate progress, undertake all of the planning and ground work critical for construction-related work, and the rollout of the first round of the Small Grants Program. This MTE Report has restructured the Project to narrow the scope, reduce the risk of construction-procurement based delays, and maximise the impact within the tourism industry.	March 2016 (for documentation and approval)	UNDP Focal Point
		With the planning completed and the project restructured and de-risked, the project is now positioned to deliver its objectives. But there is still some recruitment and detailed planning to follow these recommendations.		
		The Consultant believes that extending the Project a further six months will provide the necessary:		
		 2 – 3 months to approve this MTE Report, recruit additional expertise and fine tune the Work Plan within the agreed Project parameters; additional one month to enhance Output 2.3 Case Studies, to maximise the potential for significant communication and capacity building from the Project; and additional 2 – 3 months for a Program Evaluation 		
4.1.2	Recruit a Sustainable Tourism Development Expert and Sustainable Tourism Development Expert to assist coordinate implementation of the re-scoped project	For efficiency and effectiveness, it is recommended to concurrently recruit a Sustainable Tourism Development Expert (STDE) (Recommendation 1.2.3) from a company. The recruitment could be broken into two phases to reflect a first phase orientated around work planning and design, and a second phase orientated around construction supervision and case study documentation. The role of the STDE in Phase One would be to provide the Project Manager with significant strategic tourism expertise that can maximise the integration of the project outcomes into mainstream tourism policy, planning and development, starting with the integration of the Management Plans, Technical Guidelines and Micro Finance Report into STA tourism policy and planning instruments, and following on with assisting the Small Grants Officer to redesign the second round of the Grants Program, building tourism industry capacity to integrate climate change resilience and adaptation into their business, and providing leadership in the development of products and experience that are an alternative to fine weather dependent beach experiences. The STDE should have strong experience in tourism industry development, climate change adaptation and adding value to their work to maximise implementation capability. The STDE would per remaining their barriers to implementation and adding value to their work to maximise implementation capability. The STDE would be to provide advice on how sustainability development goals (economic, environmental and social and cultural) can be integrated into Recommendations 1.2.3, 2.1.2C, 2.3.1, 2.3.2, 2.3.3, 2.3.4 and 2.3.5.	March 2016 (recruitment) and April to end of Project for implementation)	UNDP Focal Point

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Table 4.2 Recommendations for Outcome 4: Project Management (CONT.)

Rec #	Recommendations for Outcome 4	Supporting comments	Timing	Entity Responsible
4.1.3	Transfer recruitment of experts to the UNDP procurement Section	The Project is time poor and recruitment has continuously delayed the project. Recruitment of the expertise required will be streamlined if done through the UNDP (as implementing partner). There are funds in the Project to fund this additional cost. In transferring expertise to the UNDP implementing, it is essential that the Ministry of Finance is kept fully informed of procurement activity. For justification, see Section 3.4.1	March 2016 to end of Project	UNDP Focal Point
4.1.4	Conduct Program Evaluation	Conduct as per UNDP Evaluation Guidelines	May – June 2017	UNDP Focal Point

Table 4.3 Recommendations for Outcome 1: Climate change adaptation mainstreamed into tourism-related policy instruments and public-private partnerships

Rec #	Recommendations for Output 1.1 (Management Plans)	Supporting comments	Timing	Entity Responsible
1.1.1	Print and distribute the Management Plans	Copies to go to relevant parts of STA, government departments, participants of workshops and Steering Committee	March – April 2016	Project Assistant (PA)
1.1.2	Establish a Climate Change section of the STA website and upload the Management Plans to the section	Establish a new section on samoa.com that addresses Samoa and climate change. Structure the landing page to feature: an outline of the potential impacts of climate change to Samoa, Technical Reports (Management Plans, Technical Guidelines and Microfinance), Small Grants Program, Case Studies and Contact for more information	March – April 2016	STA – Marketing and Promotion Division
Rec #	Recommendations for Output 1.2 (Technical Guidelines)	Supporting comments	Timing	Entity Responsible
121				
	Print and distribute the Technical Guidelines document	Copies to go to relevant parts of STA, government departments, participants of workshops and Steering Committee	March – April 2016	STA – Marketing and Promotion Division

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Table 4.3 Recommendations for Outcome 1: Climate change adaptation mainstreamed into tourism-related policy instruments and public-private partnerships (CONT.)

Rec #	Recommendations for Output 1.2 (Technical Guidelines)	Supporting comments	Timing	Entity Responsible
1.2.3	Recruit a team to design a set of options to build improved Fales outside the coastal erosion hazard zone	Recruit an Architect, Building Engineer, Landscape Architect, one or two local builders of Fales that have demonstrated some innovation in their building design and construction, PUMA representative and Ministry of Works - Assets and Infrastructure Division representative, to assist the STDE produce a set of options to build improved Fales outside the coastal erosion hazard zone, consistent with the Technical Guidelines and linked to the revised Small Grants Program (Recommendation 2.1), so that new projects applying for funds can directly adopt the new designs.	May – July 2016	Project Manager (PM)
		The set of options for new Fales outside of the coastal erosion hazard zone would reflect:		
		 varying budgets and designs; greater building strength; Samoan authenticity in built and vegetation forms; construction methods and materials that are available to Samoans; and needs of the tourism target markets, so that the product is competitive. 		
		The options would consider the previous (2012) work on improving the climate resilience for traditional fales done under a UNDP project for reconstruction following Cyclone Evan.		
		The team would visit a collection of Fales, then develop a set of alternative designs, and then after target market feedback, refine and finalise the designs.		
		The roles of the STDE for this recommendation would be to:		
		 lead the expert team to ensure the options fit the needs of tourism target markets and the local industry; determine target markets and their needs in relation to a coastal accommodation experience; test the options with representatives of target market visitors and make subsequent recommended improvements to the Design Team; and ensure the accommodation options are creative, different and competitive with the existing beachfront equivalent opportunities currently available. 		
		The roles of the Architect and Building Engineer would be to:		
		 design buildings that are far more resilient to storms, reflect input from the STDE, reflect elements of traditional Samoan designs, are buildable by local builders, and are cost effective to build and maintain; provide for each option, a floor plan, building cross sections, typical details and brief notes to assist local builders be able to construct in accordance with the design and engineering package yet allow the builder to customise and finalise their own dwelling to suit local conditions; provide tyical details for concrete slabs or footings for fales; identify building materials required; and provide broad order cost estimates for the materials. 		
		The roles of the local builder(s) of Fales would be to provide cultural design input & ensure buildabilty by local builders.		
		(Continued over page)		

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Table 4.3 Recommendations for Outcome 1: Climate change adaptation mainstreamed into tourism-related policy instruments and public-private partnerships (CONT.)

Rec #	Recommendations for Output 1.2 (Technical Guidelines)	Supporting comments	Timing	Entity Responsible
1.2.3 (CONT)	Recruit a team to design a set of options to build improved Fales outside the coastal erosion hazard zone (CONT)	 The roles of the Landscape Architect would be to: provide typical design guidelines for site master planning which includes the integration of the multiple fales including orientation to wind, sun, private and common outdoor spaces, pedestrian and vehicle access and circulation; and provide design guidelines for erosion protection, surface and bank stabilisation, surface drainage/ infiltration and water storage from roofs; design concept site plan options for the layout of the new building and surrounding private and common outdoors spaces, including access for visitors and staff; and incorporate planting concepts with typical plant lists, that address erosion control, provide shade and a natural and distinctive landscape reflective of the local environment and visitor experience. The role of the PUMA representative would be to ensure local environmental design issues are considered by the design team. The role of the Ministry of Works - Assets and Infrastructure Division representative would be to ensure the designs are consistent with the Samoan building code (or equivalent) and can already achieve an in-principle building approval. The PUMA / Ministry of Works - Assets and Infrastructure Division representatives should also investigate the authority to stop construction on beaches located inside the high tide / storm surge line, and whether the PUMA Act needs refinement to accommodate this. This could incentivise more operators to build new false behind this 'line in the sand' 	May – July 2016	Project Manager (PM)
1.2.4	Upload the final Fale design options to the Climate Change section of the STA website	Upload in a position close to the Technical Guidelines	July 2016	STA – Marketing and Promotion Division
Rec #	Recommendations for Output 1.3 (Micro finance)	Supporting comments	Timing	Entity Responsible
1.3.1	Print and distribute the the "Samoan Tourism Sector Financial and Environment Risk Management Implementation Plan Report"	Copies to go to relevant parts of STA, government departments, participants of workshops and Steering Committee	March – April 2016	STA – Marketing and Promotion Division

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Table 4.4 Recommendations for Outcome 2: Increased adaptive capacity to climate change and disaster risks of tourism-reliant communities

Rec #	Recommendations for Output 2.1.1 (Concrete community- based adaptation actions)	Supporting comments	Timing	Entity Responsible
2.1.1A	Activate the Manase beach protection and re-nourishment project	Finalise the project contract, and project manage implementation as efficiently as possible. Continue regular project monitoring and reporting to the Steering Committee For justification, see Section 3.2.4	March 2016 (activation) May – Aug (implementation)	РМ
2.1.1B	Remove the Saleapaga Shelter, Manono Jetty and Water Resource Management initiatives (for Falealupo and Manono) from the Project	Seek an alternative Program sponsor for the projects and hand over copies of relevant intellectual property that could assist with further implementation. Advise relevant stakeholders that the projects are unable to proceed due to insufficient time and resources For justification, see Section 3.2.4	March 2016	РМ
2.1.2A	Reform the Small Grants Program	 The Small Grants Officer, STDE and Project Manager would workshop and document reforms to the Small Grants Program. The revised Program would then be distributed to the Project Steering Committee for review, and presented at a Steering Committee Meeting for endorsement. The arguments for the reforms are addressed in Section 3.2.4 The major reforms proposed are: offer larger grants for bigger and more integrated approaches to developing climate change resilience among tourism businesses, in exchange for greater matching support and evidence of professional competency; target projects that withdraw / relocate / rebuild assets in ways that strengthen the structures and enhance their product appeal develop authentic experiences that are not fine weather beach dependent and strengthen Samoa's appeal and competitiveness shortlist applicants and send a group of experts to enhance each application for the benefit of the Project and the operator's business (see Recommendation 2.1.2B) Details of the proposed reforms are provided in Attachment 5.3. For justification, see Section 3.2.4, 3.4.3 	June – July 2016	Small Grants Officer (SGO), Sustainable Tourism Development Expert (STDE) and PM
2.1.2B	Activate the second round of the (revised) Small Grants Program	The approved second round of the Grants Program would then be relaunched into the local industry. The Small Grants Officer would offer to visit shortlisted proponents to explain how the project has changed and guide their applications	August 2016	SGO

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Rec #	Recommendations for Output 2.1.1 (Concrete community- based adaptation actions)	Supporting comments	Timing	Entity Responsible
2.1.2C	Assist grant proponents enhance their proposals	 The Fale Design Options Team (Small Grants Officer, Sustainable Tourism Development Expert, Architect, Building Engineer, Landscape Architect, PUMA representative and Ministry of Works - Assets and Infrastructure Division Representative) would be reformed for a two-week intensive site-based workshopping period with the shortlisted grant proponents. The team, led by the Small Grants Program Officer, would tour Samoa to spend up to one day per proponent, visiting the site, and working with the proponent to: create a vision for the business that is climate change resilient and more competitive to target markets, depicted on a concept site map (laminated showing grant works and future staged completion) to inspire and direct the operator for years to come; jointly choose the most effective parts of the vision to deliver through the Grant (stage 1 of a multi staged initiative); add value to the grant works component through detailed design; and shape design to streamline development approvals so they can be fast tracked and not delay project implementation 	September 2016	SGO & Fale Design Options Team

Table 4.4 Recommendations for Outcome 2: Increased adaptive capacity to climate change and disaster risks of tourism-reliant communities (Cont.)

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Table 4.4 Recommendations for Outcome 2: Increased adaptive capacity to climate change and disaster risks of tourism-reliant communities (CONT)

Rec #	Recommendations for Output 2.3 (Case Studies)	Supporting comments	Timing	Entity Responsible
2.3.1	Commission a video producer to make a documentary about the lead grant recipient projects	Develop ToR for a video to be produced that documents the grant recipients that demonstrated the best outcomes in line with grant program objectives. Research of the best projects to feature, what to feature and what to film about them, including liaison with the operator to gain their full support to access the site, film and interview them on camera, and the development of a tour program and script. It is acknowledged that some operators may not want to participate, but most have done so in the past, because they are keen to get the additional positive profile that flows through to social media and potential customers For justification, see Section 3.2.4, 3.3.6	Feb 2017	SGO and STDE
2.3.2	Seek out a group of emerging operators for capacity building	Design a flier and promote the opportunity for emerging operators interested in making their tourism business more resilient to climate change, to come on a tour of operators that have just done this (the grant recipients). Participants would have their travel costs covered and there would be no cost to attend. Participants would agree to be interviewed along the way about what they learn from the tour. For justification, see Section 3.3.6	Feb 2017	SGO & STDE
2.3.3	Tour the projects to film each site and its grant features, and interview the operator	The Technical Advisor, Sustainable Tourism Development Expert and Video producer would then do most of the filming for the Project. The video would capture the Sustainable Tourism Development Expert introducing each project, an interview with each grant recipient and pick up all of the background footage for voice overs	March 2017	SGO & STDE
2.3.4	Conduct the study tour	Immediately after the first tour, the Small Grant Officer or Technical Advisor and Sustainable Tourism Development Expert would then collect a group of emerging operators interested in making their businesses more climate resilient, and take them on a tour of the case studies. The operators would see first hand how each grant recipient had done. The team would introduce each project, then the operator would take the group for a site tour, and then the group would have a facilitated discussion led by the Sustainable Tourism Development Expert, to gain their reactions to the work. The reactions would be captured on video for integration into the documentary	March 2017	SGO & STDE
2.3.5	Edit and produce the documentary	The video producer would then edit the film down to an introduction, set of case studies and conclusion. A Draft would be shown to the Steering Committee for feedback, and then a final with music and fine grain editing would be produced for distribution For justification, see Section 3.4.3	April 2017	Video Producer & STDE
2.3.6	Upload the documentary to the Climate Change section of the STA website and distribute	The video would be uploaded onto YouTube and linked to the STA website Climate Change landing page. For stakeholders with limited internet access / download, it could be produced onto flashdrives for physical distribution	April 2017	STA – Marketing and Promotion Division

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	2016												2017							
Critical tasks	March	April	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	March	April	May	June				
4.1.1 Extend the Project period for a further six months																				
4.1.3 Transfer recruitment of experts to the UNDP procurement Section																				
4.1.2 Recruit a Sustainable Tourism Development Expert (Phase 1: to assist coordinate implementation of the re-scoped project)																				
2.1.B Remove the Saleapaga Shelter, Manono Jetty and Water Resource Management initiatives (for Falealupo and Manono) from the Project																				
3.1.1 Introduce Project Management Software and develop detailed works program																				
1.2.3 Design a set of options to build new Fales outside the coastal erosion hazard zone																				
2.1.A Activate the Manase beach protection and re-nourishment project																				
2.1.2A Reform the Small Grants Program																				
2.1.2 B Activate the second round of the (revised) Small Grants Program																				
2.1.2C Assist grant proponents enhance their proposals																				
2.1.2D Implement the approved projects									.	-	-	-								
2.2.1 Issue the contract for CLEWS and oversee implementation																				
2.3.1 Commission a video producer to make a documentary about the lead grant recipient projects																				
2.3.3 Tour the projects to film each site and its grant features, and interview the operator																				
2.3.4 Conduct the study tour																				
2.3.5 Edit and produce the documentary																				

Table 4.5 Proposed critical path timetable for implementing key recommendations, based on the assumption that a six month extension is awarded

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4.5 **REVISED BUDGET**

The Recommendations re-scope some parts of the Project. Inherent in the re-scoping is some modifications to the remaining Project Budget, noting that no more than 10% of funds within a Project Outcome can be moved to another Project Outcome.

Tables 4.5 presents the current Budget and a revised Budget that reflects the proposed

 Recommendations. The major changes proposed that affect the Budget (in order of scale) are:

- Shifting funds within Outcome 2, from community-based resilience projects to a revised Small Grants Program
- 2. Changing funding in Outcome 1 from consultants to conduct workshops for the Management Plans, Technical Guidelines and Financial Risk Report, to the engagement of a Sustainable Tourism Development Expert to assist the Project Team integrate the initiatives into mainstream policy and planning, and the engagement of a Specialist Team to co-design new fale options for operators to use in the Small Grants Program
- Adding more funds to Outcome 4, to cover six additional months employment of the Project Manager and the Small Grants Officer

The changes to the Budget represent a 4% decrease in total forecast expenditure and can be summarised as:

- Outcome 1 revised represents a \$13,675 increase (+9.8%)
- Outcome 2 revised represents a \$71,069 decrease (-6%)
- Monitoring and Evaluation (M&E) revised has no change
- Project Management (PMC) revised has no change

All the variations are inside the 10% maximum GEF guideline for transferring between outcomes. It is recommended to use the \$57,394 in savings as a reserve to fund an additional six months of time for the Project Manager (approx. \$16,000) and Small Grants Officer (approximately \$10,600).

Tables 4.7 to 4.8 present further detailed breakdowns of their changed budgets.

Table 4.6 Existing and revised budget summary (\$US)

Outcome 1 Budget	Jan 2016 Budget ⁹	Proposed Budget	Change	%
Outcome 1.1 Management Plans		20,000		
Outcome 1.2 Technical Guidelines		103,200		
Outcome 1.3 Micro Finance/insurance		15,000		
Sub-Total Outcome 1	137,025	150,700	+13,675	+9.8%
Outcome 2 Budget	Current Budget	Proposed Budget		
Outcome 2.1.1 Community Projects	796,818	149,838		
Outcome 2.1.2 Small Grants	300,000	872,000		
Outcome 2.2 CLEWS	120,056	120,056		
Outcome 2.3 Case Studies	42,089	46,000		
Sub-Total Outcome 2	1,258,963	1,187,894	-71,069	-6%
M&E Budget	Current Budget	Proposed Budget		
Project monitoring and evaluation	56,322	56,322	-	-
PMC Budget	Current Budget	Proposed Budget		
Project management	47,811	47,811	-	-
TOTAL	Current Budget	Proposed Budget		
TOTAL	1,500,121	1,442,727	-57,394	-4%

⁹ This Budget was the balance in January when the MTE was conducted. It is recognised that the 2016 AWP budget presented in Table 2.4 was prepared afterwards, in February 2016.

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Outcome 1 Budget	Current Budget	Proposed Budget	Notes to assist detailed budgeting
Outcome 1.1 Management Plans			
Publishing & distribution		5,000	Includes uploading to Climate Change section of STA website
Sustainable Tourism Development Expert		15,000	Integrating into mainstream policy & planning
Sub-Total		20,000	
Outcome 1.2 Technical Guidelines			
Publishing & distribution		12,500	Includes uploading to Climate Change section of STA website
Fale concept design options - Sustainable Tourism Development Expert		10,000	10 days (3 days field, 2 days travel, 5 days documentation@\$1,000/day)
Fale concept design options - Architect Expert		10,000	10 days (3 days field, 2 days travel, 5 days documentation@\$1,000/day)
Fale concept design options – Building Engineer		10,000	10 days (3 days field, 2 days travel, 5 days documentation@\$1,000/day)
Fale concept design options – Landscape Architect		10,000	10 days (3 days field, 2 days travel, 5 days documentation@\$1,000/day)
Fale concept design options - Fale Building Experts		1,200	2 experts for 3 days @\$200 / day
Fale concept design options - PUMA		0	5 days in kind
Fale concept design options - Ministry of Works - Assets and Infrastructure Division		0	5 days in kind
Fale concept design options - Technical Advisor		7,000	10 days@\$700/day
Fale concept design options - Tech support travel		10,000	4 international airfares@\$2,500 each (Sustainable Tourism Development Expert, Architect, Building Engineer, Landscape Architect)
Fale concept design options - Tech support domestic travel		20,000	Driver & vehicle, plus 10 days accom & per diems for Driver, Project Manager and 5 Experts (Sustainable Tourism Development Expert, Architect, Building Engineer, Landscape Architect, Technical Advisor)
Fale concept design options - Publishing & distribution		5,000	Laminated and bound
Sustainable Tourism Development Expert		20,000	Integrating into mainstream policy & planning
Sub-Total		115,700	
Outcome 1.3 Micro Finance/insurance			
Sustainable Tourism Development Expert advice		13,000	Integrating into mainstream policy & planning
Printing		2,000	Includes uploading to Climate Change section of STA website
Sub-Total		15,000	
Sub-Total Outcome 1	137,025	150,700	

Table 4.7 Recommendations for Outcome 1: Climate change adaptation mainstreamed into tourism-related policy instruments and public-private partnerships

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Outcome 2 Budget	Current Budget	Proposed Budget	Notes to assist detailed budgeting
2.1.1 Community Projects			
Manase Coastal Protection	137,443	149,838	Slight increase to reflect revised cost estimates since earlier budgeting
Sub-Total	796,818	149,838	
Outcome 2.1.2 Small Grants			
Tech support - Sustainable Tourism Development Expert		18,000	18 days@\$1,000/day (1 day / recipient plus 2 days travel time)
Tech Support - Architect fees		18,000	18 days@\$1,000/day (1 day / recipient plus 2 days travel time)
Tech Support – Building Engineer		18,000	18 days@\$1,000/day (1 day / recipient plus 2 days travel time)
Tech Support - Landscape Architect		18,000	18 days@\$1,000/day (1 day / recipient plus 2 days travel time)
Tech Support - PUMA		0	16 days (1 day / grant recipient)
Tech Support Ministry of Works - Assets and Infrastructure Division		0	16 days (1 day / grant recipient)
Tech support travel (international airfares)		10,000	4 airfares@\$2,500 each (Sustainable Tourism Development Expert, Architect, Building Engineer, Landscape Architect)
Tech support domestic travel		20,000	Driver, vehicle, accommodation, per diem for Technical Support & Small Grants Officer
Category 1: Small Projects		100,000	Max 5 recipients if other categories full (\$20k each)
Category 2: Major Projects		500,000	Optimum of 10 recipients (\$50k each)
Category 3: Partnership		160,000	One recipient (2 operators splitting proceeds)
Sub-Total	300,000	872,000	
Outcome 2.2 CLEWS			
Develop content, communications & training	46,917	76,917	Switch financial emphasis to less construction-based solutions
Development of Information Centres	73,139	43,139	
Sub-total	120,056	120,056	
Outcome 2.3 Case Studies			
Tech support - Sustainable Tourism Development Expert	42,089	22,000	22 days@\$1k/day (Case study research, planning, script, roadshow, manage editing)
Tech support - Video recording		7,000	(10 days) 8 days in Samoa, 2 days travel@\$700/day
Tech support - Video editing		7,000	10 days@\$700/day
Domestic travel costs for road show		5,000	5 days vehicle, driver, accommodation and per diem
Tech support travel (international airfares)	ļ	4,500	2 airfares Ecotourism expert & video recorder
Miscellaneous		500	Music licensing, flash drives, distribution, STA website uploading
Sub-Total	42,089	46,000	
Sub-Total Outcome 2	1,258,963	1,187,894	

Table 4.8 Recommendations for Outcome 2: Increased adaptive capacity to climate change and disaster risks of tourism-reliant communities (\$US)

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Table 4.9 Potential expenditure flow for budget over remaining period (\$US)

	2016 2017																
Outcome 1 Budget	March	April	Мау	June	July	Aug	Sept	Oct	Nov	Nov Dec Jan Feb March April May Jun							
1.1 Management Plans		15,000	1,000	1,000	1,000	1,000	1,000										20,000
1.2 Technical Guidelines			20,000	50,000	23,700			1,000	10,000		9,000						115,700
1.3 Micro Finance / insurance		2,000								1,000	1,000	1,000	1,000	1,000	7,000	1,000	15,000
Subtotal		17,000	23,000	51,000	24,700	1,000	1,000	1,000	10,000	1,000	10,000	1,000	1,000	1,000	7,000	1,000	150,700
Outcome 2 Budget	March	April	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	March	April	May	June	TOTAL
2.1.1 Community Projects - Manase			25,000	25,000	50,000	49,838											149,838
2.1.2 Small Grants							97,000	105,000	120,000	150,000	200,000	200,000 200,000					872,000
2.2 CLEWS									40,000	40,000	40,056						120,056
2.3 Case Studies												11,000	20,000	15,000			46,000
Subtotal			5,000	25,000	50,000	49,838	69,000	105,000	160,000	190,000	240,000	211,000	20,000	15,000			1,187,894
Outcome 3 Budget	March	April	Мау	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	March	April	May	June	TOTAL
Subtotal														5,000	20,000	31,322	56,322
Outcome 4 Budget	March	April	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	March	April	May	June	TOTAL
Subtotal	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000	2,811	47,811
TOTAL	March	April	Мау	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	March	April	Мау	June	TOTAL
TOTAL	3,000	20,000	51,000	79,000	77,700	53,838	101,000	109,000	173,000	194,000	253,056	215,000	24,000	24,000	30,000	35,133	1,442,727



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5. ATTACHMENTS

5.1 Terms of Reference for this MTE

A. Project Title – General Information

Location: Samoa

Application Deadline: 11th December 2015 Category: Tourism and climate change Assignment Type: International Consultant Starting Date: 4th January 2016 Duration of Initial Contract: 20 working days Expected Duration of Assignment: 3 months final r

Expected Duration of Assignment: 3 months, final report expected to be ready by 31^{st} March 2016

B. Project Description or Context and Background:

This is the Terms of Reference for the UNDP-GEF Midterm Evaluation (MTE) of the medium sized project titled *Enhancing Resilience of tourism-reliant communities to climate change risks* (PIMS#4566), implemented through the Samoa Tourism Authority, which is to be undertaken in 2016. The project started on 29 May 2013, and is in its second year of implementation.).

The project was designed to:

Enhance the resilience of tourism-reliant communities to climate change risks, by integrating climate change into development policy and instruments, and investing in adaptation actions supporting tourism reliant communities. These were priorities identified under Samoa's National Adaptation Programme of Action (NAPA). LDCF resources are used to integrate climate change aspects into the Samoa Tourism Development Plan and management of Tourism Development Areas (TDAs). Resources are used to establish financial support schemes and risk transfer mechanisms develop a sector-tailored early warning system, and implement concrete adaptation measures in high priority tourism-reliant communities and tourism sites targeting the management of coastal infrastructure, water resources, shore line and tourism resources including recreational activities.

C. Scope of Work:

One independent consultant will do the evaluation.

The consultant will first conduct a document review of project documents (i.e. PIF, UNDP Initiation Plan, Project Document, Project Inception Report, PIRs, Project Steering Committee meeting minutes, UNDP Environmental & Social Safeguard Policy, Financial and Administration guidelines used by Project Team, project operational guidelines, manuals and systems, etc.) provided by the Project Team and the UNDP Samoa MCO. Then they will participate in a MTE inception workshop to clarify their understanding of the objectives and methods of the MTE, producing the MTE inception report thereafter. The MTE mission will then consist of interviews and site visits to the following proposed sites (additional/substitute sites will be discussed with the Commissioning Unit along the assignment, depending on needs and availability):

- Coastal protection Beach replenishment Manase
- Coastal protection Emergency Safety through evacuation route and emergency shelter - South Coast- Saleapaga
- Water resource management-Falealupo,Manono

The MTE consultant will assess the following four categories of project progress and produce a draft and final MTE report. An overall rating will be required.

1. Project Strategy

Project Design:

- Review the problem addressed by the project and the underlying assumptions. Review the effect of any incorrect assumptions or changes to the context to achieving the project results as outlined in the Project Document.
- Review the relevance of the project strategy and assess whether it provides the most effective route towards expected/intended results.
- Review how the project addresses country priorities
- Review decision-making processes

Results Framework/Logframe:



- Undertake a critical analysis of the project's logframe indicators and targets, assess how "SMART" the midterm and end-of-project targets are (Specific, Measurable, Attainable, Relevant, Time-bound), and suggest specific amendments/revisions to the targets and indicators as necessary.
- Examine if progress so far has led to, or could in the future catalyse beneficial development effects (i.e. income generation, gender equality and women's empowerment, improved governance etc..} that should be included in the project results framework and monitored on an annual basis.

2. Progress Towards Results

- Review the logframe indicators against progress made towards the end-of-project targets; populate the Progress Towards Results Matrix, colour code progress in a "traffic light system" based on the level of progress achieved; assign a rating on progress for the project objective and each outcome; make recommendations from the areas marked as "not on target to be achieved" (red}.
- Compare and analyse the GEF Tracking Tool at the Baseline with the one completed right before the Midterm Evaluation.
- Identify remaining barriers to achieving the project objective.
- By reviewing the aspects of the project that have already been

successful, identify ways in which the project can further expand these benefits.

3. Project Implementation and Adaptive Management

Assess the following categories of project progress:

- Management Arrangements
- Work Planning
- Finance and co-finance
- Project-level monitoring and evaluation systems
- Stakeholder Engagement
- Reporting
- Communications

Sustainability

Assess overall risks to sustainability factors of the project in terms of the following four categories:

- Financial risks to sustainability
- Socio-economic risks to sustainability
- Institutional framework and governance risks to sustainability
- Environmentalrisks to sustainability

The MTE consultant will include a section in the MTE report setting out the MTE's evidence-based **conclusions**, in light of the findings.

Additionally, the MTE consultant is expected to make **recommendations** to the Project Team. Recommendations should be succinct suggestions for critical intervention that are specific, measurable, achievable, and relevant. A recommendation table should be put in the report's executive summary. The MTE consultant should make no more than 15 recommendations total.

D. Expected Outcomes and Deliverables:

The MTE consultant shall prepare and submit:

- MTE Inception Report: MTE consultant clarifies objectives and methods of the Midterm Evaluation no later than 1 week before the MTE mission. To be sent to the UNDP Samoa MCO and project management. Approximate due date: <u>January 15,2016</u>
- Presentation: Initial Findings presented to project management and the UNDP Samoa MCO at the end of the MTE mission. Approximate due date: <u>February</u> 05, 2016
- Draft Final Report: Full report with annexes within 2 weeks of the MTE mission. Approximate due date: <u>February 19, 2016</u>
- Final Report*: Revised report with annexed audit trail detailing how all received comments have (and have not) been addressed in the final MTE report. To be sent to the UNDP Samoa MCO within 1 week of receiving UNDP comments on draft. Approximate due date: <u>March 31, 2016</u>

*The final MTE report must be in English. If applicable, the UNDP Samoa MCO may choose to arrange for a translation of the report into a language more widely shared by national stakeholders.

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The principal responsibility for managing this MTE resides with the UNDP Samoa MCO.

The UNDP Samoa MCO will contract the consultant and ensure the timely provision of per diems and travel arrangements in Samoa for the MTE consultant. The Project Team will be responsible for liaising with the MTE consultant to provide all relevant documents, set up stakeholder interviews, and arrange field visits.

E. Institutional Arrangement:

• The consultant will report to the Project Manager of ICCRITS stationed at STA. However UNDP should always be copied in the production reports.

F. Duration of the Work:

The total duration of the MTE will be approximately three and a half months (intermittent) starting January 4th 2016 and shall not exceed five months from when the consultant is hired. The tentative MTE timeframe is as follows:

- December 11: Application deadline
- December 18: Selection of consultant
- January 04: Prep the consultant (handover of project documents)
- January 06: 2 days: Document review and preparing MTE Inception Report
- January 15: Inception Report Finalized and Validated
- January 25 February 05: 10 days: MTE mission: stakeholder meetings, interviews, field visits (travel time not incl)
- February 05: Mission wrap-up meeting & presentation of initial findings
- February 19: Draft report finalized
- March 04: Incorporating audit trail on draft report/Finalization of MTE report
- March 18: Preparation & Issue of Management Response
- March 31: Expected date of full MTE completion

G. Duty Station:

Travel:

- International travel will be required to Samoa during the MTE mission;
- Consultants are required to comply with the UN security directives set forth under https://dss.un.ora/dssweb/

All related travel expenses will be covered and will be reimbursed as per UNDP rules and regulations upon submission of an F-10 claim form and supporting documents.

H. <u>Competencies:</u>

Corporate Competencies

• Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability

Functional Competencies

- Knowledge Management and Learning
- Shares knowledge and experience
- Actively works towards continuing personal learning, acts on learning plan and applies newly acquired skills

Development and Operational Effectiveness

 Ability to perform a variety of specialized tasks related to administrative supports, including project data management support, reporting, and logistics for project implementation.

Leadership and Self-Management

- Focuses on result for the client and responds positively to feedback
- Consistently approaches work with energy and a positive, constructive attitude
- Remains calm, in control and good humoured even under pressure
- Demonstrates openness to change and ability to manage complexities
- Good inter-personal and teamwork skills, networking aptitude, ability to work in multicultural environment
- . Qualifications of the Successful Contractor:
- Recent experience with result-based management evaluation methodologies
- Experience applying SMART targets and reconstructing or validating baseline scenarios;
- Competence in adaptive management, as applied to climate change adaptation
- Experience working with the GEF or GEF-evaluations;
- Experience working in the Pacific region
- Work experience in relevant technical areasfor at least 7 years;
- Demonstrated understanding of issues related to gender and climate change adaptation and sustainable tourism experience in gender sensitive evaluation and analysis;
- Excellent communication skills;
- Demonstrable analytical skills;
- Project evaluation/review experiences within United Nations system will be considered an asset;

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• A Master's degree in environmental science or climate change, tourism sciences/sustainable tourism or other closely related field.

Consultant Independence:

The consultant cannot have participated in the project preparation, formulation, and/or implementation (including the writing of the Project Document) and should not have a conflict of interest with project's related activities.

The award of the contract will be made to the Individual Consultant who has obtained the highest Combined Score and has accepted UNDP's General Terms and Conditions. Only those applications which a re responsive and compliant will be evaluated. The offers will be evaluated using the "Combined Scoring method" according to the criteria below:

- A Master's degree in environmental science or climate change, tourism sciences or other closely related field -25 points
- Work experience in relevant technical areas (climate change adaptation /sustainable tourism I gender) for at least 7 years -30 points
- Experience working with the GEF /GEF-LDCF programmes -30 points
- Experience working in the Pacific region -5 points
- Excellent communication skills -5 points
- Excellent knowledge of English language -5 points

J. Scope of Bid Price & Schedule of Payments:

Financial Proposal:

- Financial proposals must be "all inclusive" and expressed in a lump-sum for the total duration of the contract. The term "all inclusive" implies all cost (professional fees, travel costs, living allowances etc.);
- For duty travels, the UN's Daily Subsistence Allowance (DSA) rates are around US179\$ in Upolu and US\$198 in Savaii (subject to monthly changes), which should provide indication of the cost of living in a duty station/destination (*Note: Individuals on this contract are not UN staff and are therefore not entitled to DSAs. All living allowances required to perform the demands of the ToR must be incorporated in the financial proposal, whether the fees are expressed as daily fees or lump sum amount.*)
- The lump sum is fixed regardless of changes in

the cost components.

Schedule of Payments:

10% of payment upon approval of the MTE Inception Report 30% upon submission of the draft MTE Report 60% upon finalization of the MTE Report

K. L. Criteria for Selection of the Best Offer:

The award of the contract will be made to the Individual Consultant who has obtained the highest Combined Score and has accepted UNDP's General Terms and Conditions. Only those applications which are responsive and compliant will be evaluated. The offers will be evaluated using the "Combined Score and compliant will be evaluated.

using the "Combined Scoring method" where:

- The educational background and experience on similar assignments will be weighted a max. of 70%;
- b) The price proposal will weigh as 30% of the total scoring.

.. Recommended Presentation of Proposal:

A. Given below is the recommended format for submitting your proposal. The following headings with the required details are important. Please use the template available (Letter of Offer to complete financial proposal)

CVs with a proposed methodology addressing the elements mentioned under deliverables must be submitted by 11th December 2015 electronically via <u>procurement.ws@undp.org.</u> Incomplete applications will not be considered and only candidates for whom there is further interest will be contacted. Proposals must include:

• **CV** and what time you are available from. The selected candidate must submit a signed a P11

prior to contract award.

- 3 professional reference most recent
- A brief methodology on how you will approach and conduct the work
- Financial Proposal specifying the daily rate and whether per diem is included (template)
- Letter of interest and availability summarises all details required (template)

Queries about the consultancy can be directed to tessa.tafua@undp.org or

procurement.ws@undp.org.

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5.2 Evaluation Source material

Table 5.1 Evaluation Matrix template to guide the MTE, as presented in the MTE Inception Report.

Project Strategy: To what extent is the project strate	tegy relevant to country priorities, country ownershi	p, and the best route towards expected results?	
EVALUATIVE QUESTIONS	INDICATORS	SOURCES	METHODOLOGY
Which plans or policies refer to the need for climate change resilience strategies for Samoa?	Names of the plans or policies that refer to climate change resilience strategies	Project Description Inception Report Implementation Plan References cited in Project Description, Inception Report doc, Implementation Plan Project Manager	Review of documents supplied by the client and their stakeholders Interviews with Ministry of Natural Resources and Environment, Ministry of Works - Assets and Infrastructure Division and Project Manager
What is the nature of Samoa strategic planning references to climate change resilience strategies?	Nature of reference to climate change resilience strategies (policy, recommendation, action etc	References cited in Project Description, Inception Report and Implementation Plan	Review of documents supplied by the client and their stakeholders
How has tourism planning for Samoa considered climate change resilience?	Planning coverage of climate change impacts and how to mitigate against it	National Tourism Sector Plan	Review of National Tourism Sector Plan Interview with STA Tourism Planning staff
To what extent has tourism expertise been used to formulate the project design?	Presence of tourism industry market, product and industry analysis n the formulation of the Project documents Presence of relevant tourism recommendations incorporated into the Project documents Use of tourism case studies relating to the development of climate change resilience in the formulation of the Project Design	National Tourism Sector Plan Project Description Inception Report Implementation Plan Tourism Planning Team	Review of Tourism Planning documents and recommendations Project Management documents Interview with STA Tourism Planning staff
Are the project outcomes adequately differentiated to properly manage and report on?	Number of elements and degree of complexity of each outcome	Implementation Plan Annual Progress Reports	Review of Implementation Plan outcomes and indicator
Are the Project indicators relevant to the proposed outcomes and objectives and could they be further improved?	SMART test of indicators	Project Reports presenting project indicators	Review the indicators and if necessary, revise to permit a more effective match with the Project outcomes and objectives
What sort of project risks were identified and what sort of mitigation was proposed?	Number and nature of project risks identified for the Project	Project Description Inception Report Implementation Plan Project Manager	Review of Project Management documents Interview with Project Manager

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Table 5.1 Evaluation Matrix template to guide the MTE (CONT)

Project Implementation and Adaptive Management: Has the project been implemented efficiently, cost-effectively, and been able to adapt to any changing conditions thus far? To what extent are project-level monitoring and evaluation systems, reporting, and project communications supporting the project's implementation?

EVALUATIVE QUESTIONS	INDICATORS	SOURCES	METHODOLOGY
How much time has been spent in recruitment / procurement to initiate the project outcome	Period of time spent on outcome recruitment / procurement proportional to the period spent developing / implementing the outcome	Annual and quarterly reports Project Manager	Review of annual and quarterly reports Interview with Project Manager and Technical Assistant
What proportion of the allocated budget for each outcome has been spent relative to its status?	Proportion of the allocated budget spent relative to its status (for each outcome)	Latest Financial Reports	Analysis of financial reports
Which outcomes have (in their further development and implementation) fallen out of alignment with the Project objectives?	Alignment of Project outcome work achieved with Project objectives	Annual and Quarterly Progress Reports Steering Committee Minutes Project outcome documents Status of project sites Small grant recipients Project Manager	Review of annual and quarterly reports, Steering Committee Minutes, project outcome documents Interviews with Project Manager, Technical Assistant and small grant recipients Visits to project sites

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Table 5.1 Evaluation Matrix template to guide the MTE (CONT)

Progress Towards Results: To what extent have th	e expected outcomes and objectives of the project b	een achieved thus far?	
EVALUATIVE QUESTIONS	INDICATORS	SOURCES	METHODOLOGY
What is the status of each project outcome?	Percentage complete of each project outcome	Annual and Quarterly Progress Reports Project Manager (for latest status)	Review Project Progress Reports Interview Project Manager Objective evaluation
How well is each project outcome likely to deliver the project objective?	Degree of match between project outcome status and the project objective	Annual and Quarterly Progress Reports Project Manager (for latest status)	Review Project Progress Reports Interview Project Manager Objective evaluation
What mismatch (if any) exist between the project outcome status and the delivery of the project objective?	Gap between the current status of each project outcome and the final status as projected in the project objective	Annual and Quarterly Progress Reports Project Manager (for latest status)	Review Project Progress Reports Interview Project Manager Objective evaluation
Sustainability: To what extent are there financial, in	nstitutional, socio-economic, and/or environmental ri	sks to sustaining long-term project results?	
EVALUATIVE QUESTIONS	INDICATORS	SOURCES	METHODOLOGY
EVALUATIVE QUESTIONS What is holding the project back from achieving its results?	INDICATORS Adequate budget allocations to complete the proposed outputs to the scope proposed Presence of budget allocations for initiatives proposed in Plans generated by the Project Identification of potential / likely resources to implement initiatives proposed in Plans generated by the Project Turnover and absence of key Project team members, consultants and contractors	SOURCES Latest Financial Reports Project outcome documents Activity presence of key Project team members, consultants and contractors against when they were proposed to be utilised Length of time required to recruit / procure Project team members, consultants and contractors	METHODOLOGY Review of latest Financial Reports and Project outcome documents Interviews with Project Manager, Technical Assistant, and Steering Committee Members

REVISED REPORT OF MID TERM EVALUATION FOR SAMOA PROJECT ' ENHANCING RESILIENCE OF TOURISM-RELIANT COMMUNITIES TO CLIMATE CHANGE RISKS (PIMS#4566)'

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\square \odot Number of Management Plans whose tourism vision includes climate change adaptation \odot ۲ \odot \odot \odot Number of Management Plans with an implementation plan containing high priority actions that have a budget allocation Number of Management Plans with an implementation plan containing medium priority actions that have a budget allocation \odot \odot \odot \odot Number of Management Plans whose scheduled High Priority actions have commenced on time \odot \odot \odot \odot \odot Number of Management Plans whose scheduled High Priority actions have commenced \odot \odot \odot \odot \odot Proportion of adaptation actions that have been identified in the TDA Management Plans as a priority recommendation 6/11 2/12 7/11 6/12 6/12

Table 5.2 Assessment of individual TDA Management Plans

REVISED REPORT OF MID TERM EVALUATION FOR SAMOA PROJECT (ENHANCING RESILIENCE OF TOURISM-RELIANT COMMUNITIES TO CLIMATE CHANGE RISKS (PIMS#4566))

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Objectives, Outcomes and Outputs	Indicator	Baseline	Targets End of Project	Source of Verification	Risks and Assumptions
Increase the	Capacity perception	Capacity of STA is	By the end of the project the	Self-assessment.	Conducive policy or regulatory
resilience of the	index of STA	currently rated at 2-3.	capacity is 4-5.		measures
tourism sector of	disaggregated by			Mid-term and final	and incentives are provided within
Samoa through	gender; AMAT 2.2.2)			Evaluations.	STA and MNRE
mainstreaming					
climate risks into	(1=no capacity built				Government decision-makers and
tourism-related	2=initial awareness				Stakeholders continue support &
policy processes	raised				recognize the importance of climate
which guide the	3=substantial training				change adaptation in the tourism
implementation of	in practical application				sector and the political will to
adaptation actions by	4=knowledge				facilitate the necessary policy
tourism operators	effectively transferred				changes remains strong.
and tourism reliant	5=ability to apply or				6 6
communities.	disseminate				Tourism operators recognize the
	knowledge				economic benefits of adaptation
	demonstrated)				measures and are willing to invest in
	,				changes to their current resource
					management practices .
					0
					Tourism operators react positively to
					the provisions of the Management
					Plans and Guidelines.
					Tourism operators and tourism
	% of tourism operators	Tourism operators are	At least 75% of all tourism operators	Field survey with	reliant communities are willing to
	who invest and	not investing in	in the 6 targeted TDAs have invested	tourism operators.	undertake joint
	implement sustainable	sustainable adaptation	and implemented sustainable		planning and assessments of shared
	adaptation measures	measures, but instead in quick and	adaptation measures.	Mid-term and final	climate risks to provide cost effective
	to enhance their	unsustainable		Evaluations.	and
	resilience.	measures to cope with			efficient options for adaptation.
		climate risks.			
					Political stability is maintained.
Project Component 1: Revising planning	ng processes, regulations and financial in	struments relating to tourism operators	in Samoa		
Outcome 1	# of Management	Climate resilient	By the end of the project, at least 6	Endorsed management plans	Key Government representatives and
	Plans developed and	management plans are	climate resilient	Including implementation	stakeholders from the Tourism
Climate change adaptation	Operationalized.	currently not in place.	management plans have been	arrangements.	industry
mainstreamed into tourism-related			developed and operationalized per		recognize the value of project-
policy instruments and public private			TDA, involving at least 12 villages in	Progress reports.	related
partnerships			total.		'learn by doing' training initiatives
				Mid-term and final	and
				Evaluation.	are willing to engage in discussions
					and
	% of tourism operators in targeted	No guidelines exist for	By the end of the project, at least	Training reports	regular debate about climate risks in
	DAs apply new guidelines for	effective no-regrets	75% of the targeted tourism	attendance lists.	the
	climate resilient actions.	adaptation measures to	operators have access to and apply		tourism sector
		increase resilience of	the issued guidelines.	Training feedback.	
		tourism operators and			Senior planners and decision-makers

Table 5.3 Projects Results Framework (revised during Inception Phase, Source: Project Implementation Plan Isikuki Punivalu and Associates Ltd 2015

REVISED REPORT OF MID TERM EVALUATION FOR SAMOA PROJECT (ENHANCING RESILIENCE OF TOURISM-RELIANT COMMUNITIES TO CLIMATE CHANGE RISKS (PIMS#4566))

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			1		
		there is a history of little		Progress reports.	continue to recognize the
		application of guidelines			importance of
		is commonly low.		Field inspection.	climate change adaptation and are
	# of tourism operators that gain	Tourism operators do	By the end of the project, at least 15	Reports provided by	committed to support necessary
	access to financial products for	not access financial	operators have successfully gained	providers of financial	policy
	climate resilient actions.	products for climate resilient actions.	access to financial products for	institutions.	changes
			climate		
			resilient actions.	Midterm and final	Tourism operators are willing to
				Evaluations.	engage in the review, revision and
					adoption of
					new planning approaches and
					building standards.
					Providers of financial products are
					willing
					and able to accommodate (poor)
					operators with accessing financial
					products for climate resilient actions
Output 1.1. Management plans integra	ting climate risks are developed in 6 Tour	ism Development Areas involving 12 villa	ges.		
Output 1.2. Technical guide developed	on climate resilient beach tourism manage	gement practices			
Output 1.3. Implement recommendation	ons developed to internalize climate chan	ge considerations into existing micro-fina	nce, grant and loan schemes to the touri	sm sector and feasibility of a climate risk t	ransfer (insurance) mechanism.
Project Component 2: Implementation	n of Climate Change Adaptation measures	in nationally demarcated Tourism Develo	opment Areas (TDAs)		
Outcome 2	Number and type of	No Operators with	At least five risk reduction activities	Project Progress	Tourism operators find reduced
Increased adaptive	risk reduction	Business plans which	have been introduced across the 9	Reports.	costs associated with the proposed
capacity to climate	activities introduced in	incorporate climate	villages in the 6 TDAs.		adaptation measures sufficiently
change and disaster	tourism reliant	smart risk assessment		Midterm and final	attractive to invest in changes to
risks of tourism-reliant communities	communities (AMAT	& planning.		Evaluation.	existing setups and practices
	2.3.1.1).				
					Tourism operators react to improved
	% of women and men	Initial awareness	By the end of the project at least	Project Progress	incentives and enforcement of
	in tourism reliant	raising activities have	50% of the women and 50% of the	Reports.	environmental legislation in the
	communities trained	taken place in the	men of the targeted communities		tourism sector.
	in climate risk	project area under the	has been trained in climate risk	Midterm and final	
	reduction.	PPG phase, but no	reduction.	Evaluations.	Guidelines developed by the project
		systematic training			are considered practical, locally
		has been provided on climate risk		Training reports	appropriate,
		reduction.			innovative, sustainable and cost
	% of targeted tourism	Apart from some adhoc	By the end of the project at least	Field survey	effective – and assist with
	reliant communities	measures individuals are taking,	80% of the targeted communities		implementation
	that have adopted	none of the targeted	have adopted climate resilient	Final Evaluation	
	climate resilient	communities have climate resilient	livelihoods		Key Government representatives and
	livelihoods.	livelihoods.			stakeholders from the Tourism
					industry recognize the value of
					project-related
					'learn by doing' training initiatives
Output 2.1 Concrete adaptation action	s in the management of coastal infrastruc	ture, water resources, shoreline and tour	rism recreational activities are implement	ed in 6 Tourism Development Areas invol	ving 11 villages and at least 15
Output 2.2 Coastal tourism operators a	re connected to Climate Early Warning ar	nd Information system			
Output 2.3 South-South transfer to tou	rism adaptation case studies between op	erators in Samoa TDAs, and counterparts	in other SIDS.		

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5.3 Scope for revised Small Grants Program

Coverage

- The Small Grants Program could remain with the existing TDA's or be broadened to apply to the whole of Samoa (as does climate change).
- Past applicants should be able to reapply. The first round did not attract a large number of applicants, so there is not a huge competitive pressure among the existing area and its operators. None of the first round recipients completed the scope of their projects to a degree that created a significant measure increase in resilience, so returning to do more will significantly leverage this up. Some of the Round One applicants have learnt a lot from the first round, and could offer a much better outcome if given a second chance.

Projects for consideration

The revised Small Grants Program would seek applications to undertake the following types of works, which are listed in order of desirability.

For Small Grants:

- 1. Landscaping to strengthen resilience to the environment and enhance the natural attractiveness and amenity of the site and visitor experience
- 2. Water harvesting and treatment in drought prone areas
- 3. Strengthening/lifting assets
- 4. Tree hazard risk reduction
- 5. Biogas waste management systems
- 6. Sand monitoring programs

For Major Grants and Partnerships:

- 1. Building resilient and authentic critical tourism assets (dining, kitchen, reception and accommodation) away from the beach hazard zone
- Developing non-beach/weather dependant experiences based on nature/culture and packaged with beach operators to connect with back to the market

- 3. Installing biogas waste management systems
- 4. Installing reliable, simple to maintain alternative energy systems for core operational needs (not air conditioning)

Structure

- It is recommended to establish three grant categories.
- Small grants would offer US up to \$20,000 each for approved works. If the other categories are fully allocated, then a maximum of five recipients should be set for this category.
 Applicants should be able to offer in kind and or matching funding of at least 10% of the project value.
- Major grants would offer up to US\$50,000 each for approved works. An optimum number of recipients is proposed as 10. Applicants should be able to offer in kind and or matching funding of at least 20% of the project value.
- One Partnership grant would offer up to US\$160,000 for a combined set of operators to access for approved works. Proponents should show how they can leverage greater value by working together (such as through sharing infrastructure, systems, risks and returns). A minimum of two partners is expected, and additional partners will be considered more favourably. However, the project is not to duplicate the same individual components but demonstrate a systems-like integrated approach. Applicants should be able to offer in kind and or matching funding of at least 30% of the project value.

Selection criteria

As part of the re-scoping of the Program, building on the existing criteria, would require some revisions that include:

- Demonstrated vulnerability to the impacts of climate change
- Degree to which resilience is likely to be increased across the business
- Valid business license
- Professionalism in the tourism industry
- Business performance, including occupancy, positive customer feedback, recent investment

• Matching contribution to the project

Selection process

Following approval of the revised Program by the Steering Committee, the selection process could involve:

- 1. Call for applications
- 2. Conduct pre screens and site visits to ensure applications are compliant and complete
- 3. Assessment to create a shortlist (Sub-Committee)
- Project Expert Team visit each site to work up concept and finalise grant agreement, preapproval of compliance
- 5. Sub-Committee endorsement
- 6. Contracts signed
- Commencement, implementation, project monitoring and staged payments based on compliance
- 8. Completion, approvals and documentation

5.4 Salient points from the Samoa Tourism Sector Plan 2014-19

5.4.1 Demand influences

Visitation and yield has softened, and supply routes have tightened (less flights means less customers). The main source markets are New Zealand, Australia, American Samoa. However, Europeans visit more attractions than other markets, followed by Australians, so they can maximise length of stay and yield growth targets best

5.4.2 Growth targets and product implications

Growth targets seek increased expenditure by 2.5% and arrivals by 5%, and length of stay by 0.5 days.

Plan seeks to increase Fale occupancy through the New Zealand market, BUT the number one target markets to achieve growth in visitation and yield (page 24) are New Zealand, Australia, North America and UK / Europe.

Beach Fales cannot match this because they lack comfort and floor space that these markets are seeking – they need product refinement and improved marketing (see page 33)

Satisfaction with cultural activity experiences is only average - so product needs work

Accommodation stock has increased over the past five years, but there is still a low proportion of superior room stock.

Plan recommends to increase the sale and investment and brand presence of accommodation (page 34) through:

- new small 50 150 room international branded accommodation; and
- new small to medium boutique resorts of 20 50 rooms

This strategy has worked in Vanuatu, Cook Islands and New Guinea.

Ramification for Project: Great opportunity to blend climate resilience with Fale product improvement, new boutique accommodation and better cultural experiences.

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5.5 Revised Inception Budget

PLANNED ACTIVITIES 2013 2013 2015 2015 2015 2015 COUVENTING 1 2 3 4 Budget 1 1 2 3 4 Budget 1 2 3 4 Budget 1 2 3 4 Budget 1 1 2 3 4 Budget 1 1 2 3 4 Budget 1 1 1 1 1 1 1 1																						
Provide Activities 1 2 3 4 Budget 1 2 3 4 3 2					2013	3	2014						2	2015					201	6		
Outcome: Climate change adaptation mainstreamed into fourism-related policy instruments and public-private partnerships Output 1.1 Management plans integrating climate risks are developed in 6 Tourism Development Areas involving 12 villages. Activity 1.1.1 Inception x 587 z z oral state	PLANNED ACTIVITIES	1	2	3	4	Budget	1	2	3	4	Budget	1	2	3	4	Budget	1	2	3	4	Budget	TOTAL
Output 1.1 Management plans integrating climate risks are developed in 6 Tourism Development Areas involving 12 villages. Activity 1.1.1 Inception] X S587 X S87 X X S67 X X X S67 X X X S67 X X X S67 X X X X <t< td=""><td>Outcome: Climate change ada</td><td>ptati</td><td>ion n</td><td>nain</td><td>strea</td><td>imed into tou</td><td>rism</td><td>i-rela</td><td>ted</td><td>polic</td><td>y instrument</td><td>s an</td><td>d pu</td><td>blic-p</td><td>oriva</td><td>te partnersh</td><td>ips</td><td></td><td></td><td></td><td></td><td></td></t<>	Outcome: Climate change ada	ptati	ion n	nain	strea	imed into tou	rism	i-rela	ted	polic	y instrument	s an	d pu	blic-p	oriva	te partnersh	ips					
Activity 1.1.1 inception x 587 x 587 x x 587 x x 587 x x 587 x x x 37,692 x 587 x x x 36,873 x x x 36,873 x x x 36,873 x x x 37,692 x x x x x x x x x x x 37,692 x x x x x x x x 37,692 x x x x x x x 37,692 x <td< td=""><td>Output 1.1 Management plans</td><td>inte</td><td>grati</td><td>ng c</td><td>limat</td><td>e risks are de</td><td>velo</td><td>ped</td><td>in 6</td><td>Tour</td><td>ism Developr</td><td>ment</td><td>t Are</td><td>as in</td><td>volvi</td><td>ng 12 village</td><td>s.</td><td></td><td></td><td></td><td></td><td></td></td<>	Output 1.1 Management plans	inte	grati	ng c	limat	e risks are de	velo	ped	in 6	Tour	ism Developr	ment	t Are	as in	volvi	ng 12 village	s.					
Workshop Image: More shop	Activity 1.1.1 Inception																					
Activity 1.1.2 Procure x 819 x x 36,873 x x 36,873 x x 37,692 Activity 1.1.3 Procure rechnical Assistance to x 4,230 x x x 36,873 x x x 37,692 Activity 1.1.3 Procure rechnical Assistance to x 4,230 x x x x x x x 4,230 Activity 1.1.4 Develop, x 4,230 x x x x x x x 4,230 Activity 1.1.4 Develop, x x 4,230 x x x x x x 4,230 Activity 1.1.4 Develop, x x x x x x x x x x 4,230 Activity 1.1.5 Technical and x x x x x x x 110,246 110,246 110,246 110,246 110,246 110,246 110,246 110,246 110,246 110,246 110,246 110,246 110,246 110,246	Workshop			Х		587																587
Technical Advisor for the Inception Phase X X 819 X X X 36,873 Image: Constraint of the constra	Activity 1.1.2 Procure																					
Inception Phase X X 819 X X X X X 36,873 C C C C C 37,692 Activity 1.1.3 Procure Fechnical Assistance to K X X X X X 36,873 C	Technical Advisor for the																					
Activity 1.1.3 Procure Image: Second Sec	Inception Phase				Х	819	Х	Х	Х	Х	36,873											37,692
Technical Assistance to develop 6 TDA Management Plans X 4,230 X </td <td>Activity 1.1.3 Procure</td> <td></td>	Activity 1.1.3 Procure																					
develop 6 TDA Management PlansXX4,230XX </td <td>Technical Assistance to</td> <td></td>	Technical Assistance to																					
Plans X 4,230 X	develop 6 TDA Management																					
Activity 1.1.4 Develop, disseminate and discuss with stakeholders detailed methodology note for preparing 6 TDA management stakeholders plans stakeholders stakeholders Activity 1.1.5 Technical and stakeholders detailed stakeholders Soci-Economic Assessments to stakeholders stakeholders ensure the management plans stakeholders stakeholders and technical guidelines are stakeholders stakeholders robust and deliver on current stakeholders stakeholders gaps and needs. stakeholders stakeholders stakeholders 3D models for community planning which have received stakeholders stakeholders stakeholders and technical guidelines are stakeholders stakeholders stakeholders stakeholders stakeholders gaps and needs. stakeholders stakeholders stakeholders stakeholders stakeholders stakeholders stakeholders gaps and needs. stakeholders stakeholders stakeholders stakeholders stakeholders stakeholders stakeholders stakeholders stakeholders <td< td=""><td>Plans</td><td></td><td></td><td></td><td>X</td><td>4,230</td><td>Х</td><td>Х</td><td>X</td><td>Х</td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td>4,230</td></td<>	Plans				X	4,230	Х	Х	X	Х												4,230
discuss with stakeholders detailed methodology note for preparing 6 TDA management plans and technical guidelines are robust and deliver on current gaps and needs.	Activity 1.1.4 Develop,																					
stakeholders detailed i	disseminate and discuss with																					
methodology note for preparing 6 TDA management a a a b a b <td< td=""><td>stakeholders detailed</td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td></td<>	stakeholders detailed																					
preparing 6 IDA management Image: Constraint of the cons	methodology note for																					
plans a a a x x x x x a 110,246 a a 110,246 a a 110,246 a a 110,246 a <t< td=""><td>preparing 6 TDA management</td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td></t<>	preparing 6 TDA management																					
Activity 1.1.5 Technical and Soci-Economic Assessments to ensure the management plans and technical guidelines are robust and deliver on current gaps and needs. Activity 1.1.6 Apply participatory mapping using 3D models for community planning which have received	plans											Х	Х			110,246						110,246
Soci-Economic Assessments to ensure the management plans and technical guidelines are robust and deliver on current gaps and needs. Activity 1.1.6 Apply participatory mapping using 3D models for community planning which have received	Activity 1.1.5 Technical and																					
ensure the management plans and technical guidelines are robust and deliver on current gaps and needs. Activity 1.1.6 Apply participatory mapping using 3D models for community planning which have received	Soci-Economic Assessments to																					
and technical guidelines are robust and deliver on current gaps and needs. and technical guidelines are robust and deliver on current gaps and needs. x <td< td=""><td>ensure the management plans</td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td></td<>	ensure the management plans																					
robust and deliver on current a	and technical guidelines are																					
gaps and needs. Activity 1.1.6 Apply participatory mapping using 3D models for community planning which have received	robust and deliver on current																					
Activity 1.1.6 Apply participatory mapping using 3D models for community planning which have received	gaps and needs.											X	X									-
3D models for community planning which have received	ACTIVITY 1.1.6 Apply							1								F 405						
planning which have received	participatory mapping using							1								5,405						
planning which have received	su models for community							1														
	planning which have received							1				v										E 405

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in the Asia-Pacific region.																		
Activity 1.1.7 Identify and											-					_	 	
select preferred package of															2 252			
adaptation options based on															2,232			
multiple criteria through multi																		
stakeholder discussions with																		
tourist in that process.											X	x						2.252
Activity 1.1.8 Widely											<u> </u>							
disseminate and discuss the															901			
finalized management plans											X	х						901
Activity 1.1.9 Train local																		
stakeholders in V&A															2,280			
assessment, adaptation																		
option and planning.											X	х						2,280
Output 1.2 Technical guidelines	dev	elop	ed o	n cli	mate resilient	bea	ch to	uris	n ma	anagement p	racti	ces.						
Activity 1.2.1 Stakeholder							Г											
consultation and draft															1,126			
guidelines											X	х						1,126
Activity 1.2.2 Organize																		
community engagement															2,601			
forums in each TDAs to																		
introduce and validate the																		
draft Guidelines.											X							2,601
Activity 1.2.3 Conduct																		
training for tourist operators															1,126			
within 6 TDAs on the practical																		
application and usefulness of																		
the guidelines for their																		
livelihoods.												Х						1,126
Activity 1.2.4 Disseminate the																		
finalised guidelines to all															7,559			
tourist operators within the 6																		
TDAs.												X	Х	X				7,559

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Output 1.3 Implement recom	men	datio	ons c	leve	loped to interr	naliz	e clir	nate	cha	nge considera	ition	s int	o exi	sting	micro-financo feasibi	e, gr lity	of a	and l clima	loan ate r	schemes to the isk transfer (insu	tourism sector and rance) mechanism
Activity 1.3.1 Implement																					
recommendation on															106,681						
establishing procedure for a																					
small grants facility for																					
tourism operators to																					
implement climate smart																					
adaptation measures based																					
on management plans, site																					
development plans and/or																					
technical guidelines																					
developed											Х	Х	Х	Х							80,245*
Subtotal:					5,636					36,873					240,177					-	256,252*
International consultant										36,873					103,399						113,836*
National consultant																					
Contractual services															105,495						105,495
Professional services															6,000						
			Į		1,406																7,406
Travel															14,518						14,518
Miscellaneous			Į		4,230										658						4,888
Trainings, workshops &															10,107						
conferences																					10,109
Supplies																					
Subtotal - Outcome 1					5,636				-	36,873				-	240,177		_		•		256,252*
Outcome 2: Increased adaptive	e cap	acity	y to	clim	ate change an	d di	saste	er ris	ks of	f tourism-relia	ant o	omr	nuni	ties							
Output 2.1 Concrete adaptati involvinį	on a g at l	ctior east	ns in 15 c	the om	management nunity-owned	of co bea	oasta ch to	al inf ourisi	rastr n op	ucture, water perations, ens	r res urin	ourc g tha	es, sl t bot	horel h wc	line and touri omen and mei	sm i n pa	recre rticij	eatio pate	nal a in ai	activities are imp nd benefit from 1	lemented in 6 TDAs, hese investments.
Activity 2.1.1 Validation																					
workshops								Х		6,968											6,968
Activity 2.1.2 Finalise TOR																					
and procure consultant for									Х	1,858	Х	Х	Х	х	135,585						137,443



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design and super works for] [
shoreline protection measure																	
for Manase																	
Activity 2.1.3 Finalise TOR																	
and procure team of experts											28,703						
for detail design of adaptation																	
investments for TDAs.							Х	Х									28,703
Activity 2.1.4 Design and																	
implement adaptation agreed																	
investment project for																	
shoreline erosion and beach																	
protection for 2 TDAs (Lano,																	
Lalomanu & Saleapaga)												X	Х	Х	Х	173,659	173,659
Activity 2.1.5 Design and																	
implement agreed adaptation																	
investment project for																	
integrated water resource																	
management for 2 TDAs																	
(Falealupo & Sataua, Vailoa																	
and Faala)												Х	Х	Х	Х	242,858	242,858
Activity 2.1.6 Design and																	
implement agreed adaptation											139,705						
investment project for																	
ecosystem based responses																	
for 2 TDAs (Sataoa & Saanapu,																	
Falealupo & Satuiatua)									Х	Х		Х	Х	Х	Х	103,153	242,858
Activity 2.1.7 Finalise and																	
procure Small Grants/Climate											8,475						
Adaptation Specialist							Х	Х									8,475
Activity 2.1.8 Develop Small																	
Grant Operations Guidelines								x			6,600						6.600
Activity 2.1.9 Prepare and																	
issue call for proposal to											3,660						
tourism operators covering																	
the 6 TDAs.								X	х	Х							3,660
Activity 2.1.10 Conduct																	
workshops in each TDA to									х		5,856						5,856

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assist tourist operators on																				
how to acccess the small																				
grants.																				
Activity 2.1.11 Collect,																				-
review, select and award															156,003					
proposals for funding.										a.			Х	X		X	X		164,392	320,395
Activity 2.1.12 Monitor and																				
evaluate implementation of															2,703					
grants both technically and															tand of					
financially.													Х	Х		X	X		31,364	34,067
Output 2.2 Coastal tourism ope	erato	ors ar	e co	nnec	ted to Climat	e Eai	rly W	arniı	ng ar	nd Informatio	on sys	stem	ļ							
Activity 2.2.1 Finalise TOR																				
and procure team of						I I									4,290					
specialists to review CLEWS.											X									4,290
Activity 2.2.2 Review existing										n i										P
CLEWS information and															11,440					
products vis-à-vis the needs of																				
tourism planners (STA) and						I I														
local tourism operators. This						I I														
will entail further examining																				
the relevance, coverage,																				
quality, access, gender																				
aspects, and actual																				
application.												X								11,440
Activity 2.2.3 Develop gender																				
sensitive Information						I I									5,720					
Education and						I I														
Communication (IEC)																				
materials in cooperation with																				
the Samoa Meteorological						I I														
Division (SMD) for tourism						I I														
related activity planning and																				
responses; weather and																				
climate information and						I	I I							I						
forecast; outlooks on wind,																				
rainfall, tides, swells, drought,																				
data on frequency of												X	X							5,720

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thunderstorms etc.															
Information to be both in															
English and Samoan															
Activity 2.2.4 Develop options															
for alternative technology and										2,860					
information dissemination															
systems (including mobile															
phones & popular media) as															
the potential vehicles to send															
forecast and early warning															
information directly to small-															
scale toursim operators.							Х	Х							2,860
Activity 2.2.5 Establish															
identified communication and										2,860					
dissemination channels to															
disseminate climate and early															
warning information to															
tourism Operators (e.g.															
through mobile phones, radio,															
TV, newsletters, pamphlets)															
and make climate information															
products available.							Х	Х							2,860
Activity 2.2.6 Training for															
tourism operators on the										5,034					
use/interpretation of the															
developed IEC dissemination															
systems and products							х								5,034
Activity 2.2.7 Produce and															
disseminate climate change										9,009					
information products.				х	Х	5,694		Х	х						14,703
Activity 2.2.8 Establish 12															
sub-district level climate risk										46,703					
information centres								X	Х		Х	X		26,436	73,139

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n							1														
							-	_				_	_			-					-
Output 2.3 South-South transfe	r of t	touri	sm a	dapt	tation case stu	idies	betv	veer	ope	erators in Sam	ioan	TDA	s, and	d cou	unterparts in	othe	er SIE	DS			
Activity 2.3.1																					
Organise/support/participate																					
in local national and regional																					
and international events to																					
share practices and lessons																					
learned on adaptation in the					n																
tourism sector.	-	<u> </u>					-				X	X	X	X	2,205	X	X	X	X	22,523	24,728
Activity 2.3.2 Organise																					
operators and community																					
representatives among the																					
different TDAs					1											x	x			25,505	25,505
Activity 2.3.3 Disseminate							-														
knowledge products through																					
national and international																					
media, and on line networks										(X	Х	X	76,030	X	X	X	X	39,681	115,711
Subtotal:										·· [
							_	_		14,520	_				653,441					829,569	1,497,530
		_																			
International consultant															35,200						
																				70,400	105,600
National consultant										1					80,525					14,410	94,933
Contractual services										1,858					200,000				-4	457,237	659,095
Professional services															43,473					53,025	96,498
Grants						1					1				150,000					150,000	300,000
Equipment						1									70,000					-	70,000
Travel						1				826					64,243					73,252	138,321
Miscellaneous						1									10,000					11,245	21,245
Trainings, workshops and						1				6,142											
conferences																					6,142

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Audio visual and Printing									5,694											5 694
IT Equipment										-										3,094
Subtotal - Outcome 2									14,520					653,441					829,569	1.497.530
																	1		020,000	4,00,000
3 Monitoring and Evaluation			T		T	THE					TT	1-1								
Activity 3.1 Project Steering																				
Committee meeting				-	X	X	X	X	200	X	X	X	X	435	X	X	X	X	435	1,070
Activity 3.2 Periodic																				
monitoring field visits to												114.0		6,000			695.5			
project sites						_						X	X		X	X	X	X	6,000	12,000
Activity 3.3 Independent																				
financial audit of project															v		V		7 500	12 500
accounts	-	<u> </u>									<u> </u>	_			X	X	X	X	7,500	12,500
Evaluation and Final														20,000					- T	1
Evaluation of project											x	x		20,000				x	24 500	39.500
Subtotal:	-	-			-	-						~				-	-		24,500	35,300
				_					200					26,435					38,435	65,070
International consultant														11,000					16,500	27,500
National consultant														5,000	1				7,500	12,500
Travel														6,000					6,000	12,000
Contractual services														4,000					8,000	12,000
Miscellaneous														435					435	870
Trainings, workshops &										1										
conferences									200											200
Subtotal - M & E				-										26,435						
									200				_				i		38,436	65,070
																_				
4 Project Management	TT		TT		TT			T									T			
Activity 4.1 Procure Project																				
Manager								X	1,352	X										1,352
Activity 4.2 Finalise TOR and	L .					111								20.000						
procure Technical Advisor for										X	X	X	X	50,000	X	X	X	X	33,000	63,000

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Project Implementation																				
Activity 4.2 Coordinate and	-					-		-		-										1
manage the day to day																				
function of the PMU		X	X	98	х	Х	X	Х		X	Х	X	X	18,000	Х	X	X	X	17,372	34,470
Activity 4.3 Project Progress																				
reports to the STA Board										X	X	X	Х		Х	X	X	X		
Activity 4.4 Technical Group										2		2 2	2 20							
meetings and ad-hoc																				
exchanges								Х		Х	Х	X	Х		Х	X	Х	Х		
Activity 4.5 Management and																				
control of project budget and																				
nrogram funds. Proparation																				
of quarterly progress reports																				
work plans and fund requests					x	x	x	x		x	x	x	x		x	x	x	x		
Activity 4.6 Participate in	1				A	<u>^</u>	~	~		~	~	~	~		~	A	~	~		
national, regional and														1.103						
international events to share																				
practices and lessons learned																				
on adaptation in the tourism																				
sector								X	5,000	X	Х	X	X		X	Х	X	X	9,558	15,661
Activity 4.7 Purchase of PMU																				1
office equipment.		x	х	3,129				х	2,687											5,816.40
Activity 4.8 Office stationery									9,848	2		0	s - 8							
and supplies	2.0				Х		X		Subject D	5			s 92							9,848
Subtotal:												0								
				3,228					18,887					49,103					59,930	131,148
National Consultant														30,000					33,000	63,000
ICT Equipment																				(Nie (
Travel									5,000					1,103						
																			9,558	15,661
Professional Services																				
Equipment and Furniture				3,129					2,687											5,816
Supplies				98					9,848										[9,946

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Miscellaneous													-
Contractual Services-]				1,352			18,000				
Individuals**		J										17,372	36,724
Subtotal - PMU]	3,228			18,887			49,103			59,930	131,148
TOTAL PROJECT													
			8,864			70,480			942,721			927,935	1,950,000

* The total budget originally included in the Inception Report and in the Implementation Plan was overstated by USD 26,436, which has been deducted from this budget item in common agreement by the STA PMU and the UNDP. This revised amount will therefore be considered as the new baseline for future planning.

** This is the correction of a typo error (Contractual Services – Individuals) originally included in the Inception Report and Implementation Plan. This revised budget line will therefore be considered as the new baseline for future planning.

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5.6 Audit Trail

Comments on the Draft MTE Report were provided in an email from the UNDP that represented combined key feedback from the UNDP and STA. In addition, comments of a more detailed form were submitted in tracked changes of four versions of the Draft Report. Six days later, comments were also received from the Ministry of Finance as an email and as an additional tracked change version of the Draft Report. **Tables 5.4 to 5.8** provide an Audit Trail that documents the comments received and their response from the MTE consultant.

Reference in Draft Report	Comment / feedback	Response from MTE Consultant
General	Overall the MTE report is quite comprehensive and the recommendations seems relevant to maintain main objectives while having an impact on the ground level	Noted
Section 3.2, Table 3.3 (Logframe)	Such a thorough analysis of the logframe at mid-term stage is rare, although it can be very useful if accepted by the project as a management tool going forward with the project. It looks like the suggested revisions to the logframe are at the output-level which is good, and I don't see any down scaling of results to be achieved	Noted
Table 2 (item 4.1.1, p. 10	There's a list of three bullet points that could be used as justification for a project extension, one of which is an extension could allow for a project redesign phase. Although we understand what it means, perhaps it should be rephrased not to raise concerns such as, for example, why would a project extension be used to redesign a project in such a late stage	Text revised to reflect feedback
Section 3.3.3	Finance and co-finance section could be strengthened with more documentation of planned vs. actual figures. I'm attaching the MTE co- financing table which should be included in the report	The MTE financing table has been completed and inserted into Section 3.3.3 Further detailed analysis of the current financial state is not warranted for this project, because its implementation is so significantly delayed
Page 8	Climate resilience traditional fale realized under UNDP "Samoa Cyclone Evan Shelter Reconstruction Project" informative material: https://www.dropbox.com/sh/515mm5pgisnt13n/AAA3xd3ku7l1kfD5Fn1jYoPCa?dl=0 (refer to comment 10, p.8)	The linked file does not offer any relevant information pertinent to the recommendation in the MTE Report
Section 4.5 Budget	In general, suggested budget revision complies with GEF rules	Noted
Section 2.3, Table 2.4	After agreeing with the team on deducting the overstated amount of 26,436 USD (erroneously reported on the Inception Report budget) from Outcome 1 International Consultant, we now have to make this amendment official. The Inception Report presents another typo under Outcome 4, in fact the budget line 'Contractual Services – Companies' is meant to be 'Contractual Services – Individuals'. These two changes that we agreed upon have to be made effective in the Inception Report budget, by copying the Inception Report budget into the MTE report, with the amendments and a note clarifying them. Following this, we will be able to refer to the budget it as to the 'official budget', upon which a revision has been suggested by the MTE consultant	Table 2.4 and supporting text and Footnote have been revised to reflect revised information sent from the UNDP Focal Point

Table 5.4 Responses from main feedback from UNDP and STA (by email)

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Reference in Draft Report	Comment / feedback	Response from MTE Consultant
General	In general, it would be beneficial if we could please simplify some of the language to make the report more accessible for our local stakeholders (and wider audiences for whom English is their second language or who do not work in our field). E.g. comment num. 27 on p. 29 and other comments along the document	Noted and addressed in Report Have dealt with all specific places where language is questioned
General	Please always refer to UNDP as implementing agency and STA as implementing partner, for consistency purposes along the document	Noted and addressed in Report This has been done in the Acronyms and the first time that each organisation is acknowledged in the main Report (Section 2.2 for the UNDP and Section 2.4 for the STA)
General	Source "GEF 2013" should be referred to as UNDP-GEF "project document" all along the document	Noted and addressed in Report All references have been replaced
General	Please note proper terminology of divisions below (pls correct along the document) Ministry of Works - Assets and Infrastructure Division STA – Marketing and Promotion Division	Noted and addressed in Report All references have been replaced
General	 Please attach to the report the following documents: Inception phase amended budget (to be inserted upon clarification over Skype, if needed) Co-financing table (attached to this email) Management response (to be shared by STA and UNDP and included in the draft before submitting final document) 	Noted and addressed in Report Inception Phase Budget has been inserted into Section 5.5 The MTE financing table has been completed and inserted into Section 3.3.3
General	Replace Ecotourism Expert with Sustainable Tourism Expert	Noted and addressed in Report Title replaced, and added to acronyms

Table 5.4 Responses from main feedback from UNDP and STA (by email) (CONT.)

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Table 5.5 Responses from main feedback from UNDP project focal point (within tracked change Draft Report)

Reference in Draft Report	Comment / feedback	Response from MTE Consultant
Attachments	Please add the attachment: "project budget as revised during project Inception Phase"	Noted and addressed in Report
Executive Summary	With reference to the definition of "project designer" (note num2, below), better to define him as "project consultant for the PPG – Project Preparation Grant- phase, as other stakeholders, such as UNDP RTA, were involved in the initial design	Noted but treated differently in Report
		The Procurement issue has been revised. It now does not include reference to this position and any conflict of interest
Recommendation 3.1.3	PIR template is formulated and periodically updated/revised by UNDP GEF M&E team in HQ NY. This recommendation should not be addressed to the project team nor to the UNDP MCO Samoa	Noted and addressed in Report
Recommendation 3.1.5	Each SC agenda propose again minutes of previous SC, which include key decisions made. What should be regular practice, although is not enforced, is the circulation of minutes after SC, so that stakeholders have the chance to make comments while still fresh from meeting, and minutes should be then signed and circulated to all stakeholders for their record. Project Assistance should be appointed with this task.	Noted and addressed in Report
Recommendation 1.2.3	Make the link explicit between this recommendation and recommendation 2.1.2A: e.g set of options for new fales will be made possible through applying for small grants	Noted and addressed in Report
Recommendation 2.1.2C	Chance to be guided through the application process has to be offered to everyone equally. Based on the different level of compliance with guidelines of different sorts of operators the application will be tailored to apply for a smaller/bigger grant Should the project scope be extended to the whole country, or to a wider number of beneficiaries, assistance from SGO in drafting applications could be offered upon request, maybe?	Noted Addressed in the Attachments ad
Recommendation 2.3.4	How is it taken into consideration the realistic possibility that grant recipients -now presented as case studies- will not be willing/interested in sharing their successful experiences in order to maintain a competitive edge?	Noted and addressed in Report Acknowledged that some operators may not wish to participate, but also noted that the lure of positive publicity is good for their business and in past similar projects, this is more important to them
Section 3.2.1, para 4 "Compounding this is an over reliance"	The PM and PA are ultimately responsible for the financial management of the project funds. While it is somewhat demanding to have to report to both UNPD and MoF, the problem is that PM and PA, in many projects, do not seem to have had a good enough handle on the finances at every stage of project implementation, which they should as part of their role and as necessary for activities planning. UNDP's assistance should be needed and it is provided mainly for compliance to specific UNDP budget codes or GEF budget rules as well as for other type of support upon request.	Noted and addressed in Report
Table 3.3 Justification for rating 2.1.2	Although project are compliant with outlined small grants application guidelines (questionable is if the existing guidelines are specific enough and properly tailored for reaching the ultimate objective - which is - adapting to climate change as well as maintaining/increasing tourism potential)	Noted and addressed in Report
Section 3.3.1, para 2	MTE and TE are the only two recruitments expected to be undertaken by UNDP as per project document. TA recruitment is a better example.	Noted and addressed in Report

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Reference in Draft Report	Comment / feedback	Response from MTE Consultant
Section 3.3.1, para 2	UNDP can only offer the possibility of taking over the recruitments, as well as other punctual support services in the measure and form outlined in the Letter of Agreement, but cannot impose his decision over Government's. UNDP has always offered this possibility during unsuccessful or very delayed processes, that was not accepted by Government, willing to priorities the utilization of national procedures	Noted and addressed in Report
Section 3.3.3	Please add the co-financing table suggested by M&E expert	Noted and added into Report
Section 3.3.4, para 7	Minutes from previous meetings are always presented and reviewed at the beginning of every new steering committee, and critical issues status updated and discussed. Pls clarify what you mean by system.	Noted and addressed in Report
Section 3.3.4, para 10	Agree with you. However, as general comment, the PIR is a standard reporting document for every GEF project in the world at any stage of implementation, meaning that any changes suggested to the template/info requested should be directed to UNDP-GEF HQ in NY and not to the project team/UNDP Samoa. The point you might want to make, is that the M&E system in place is insufficient to be effective in steering the project according to the issues/needs arising during implementation	Noted and addressed in Report
Section 3.3.5	Could you please clarify this statement. Progress reports are signed off by STA CEO, what do you mean?	Noted and addressed in Report
Section 3.3.8	Project Progress in Project Implementation PIR rating for 2015 was "Satisfactory", both for PM and for UNDP focal point	Noted and added into Report
Section 3.4.3, para 4	This concept is important base for your recommendations. Could you pls clarify this statement	Noted and addressed in Report

Table 5.5 Responses from main feedback from UNDP project focal point (within tracked change Draft Report) (CONT.)

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Reference in Draft Report	Comment / feedback	Response from MTE Consultant
Cover	According to UN Guideline the title and opening pages should indicate in which country to project/ MTE occurred. I can see it is mentioned in second page, but I think it might be worth putting 'Samoa' on the title page.	Noted and added into the Cover
Executive Summary	In consideration of the audience, some technical or industry terms may require further clarification (where the audience of the MTE may not be familiar with them).	Noted and have addressed all of the terms identified as tracked edits
Executive Summary Table 3	I think that the recommendations are exciting, can please make sure however that they are well supported by the findings and feasible.	Noted The author has endeavoured to do this in the Draft Report, adding links to key findings and recommendations
Executive Summary – Table 1 (Column measures)	Should the bottom two column Measures have outcomes	Noted Possibly they should have, and there are probably generic ones used by the UNDP, but they were never generated in the Project Identification / Inception Phases
Section 1.1	Do we want to mention the primary audience or users of the evaluation, what they wanted to learn from the evaluation and why, and how they are expected to use the evaluation results?	Noted and addressed Primary audience noted and addressed in Report. The purpose of the MTE is explained in the Introduction and further in the ToR (Section 5.1). The use of the results was not defined in the ToR
Section 2.4	Not mandatory, but recommended: include Ethical considerations—The measures taken to protect the rights and confidentiality of informants.	Noted and addressed
Section 2.9	Please also include a brief justification for the methodology and also the major limitations for the methodology as well as steps taken to mitigate those limitations.	Noted and addressed Two limitations have been written into the end of Section 1.2.1
Section 2.1	How can we link the intervention to UNDAF priorities or strategic plan goals? These can be found at page 25 onward of ICCRITS Project Document	Noted and addressed Additional text has been added to the end of Section 2.2 identifying three UNDAF outcomes that relate to the Project, and via quotes, confirming how they relate
5.1 Attachments	Shall we include a list of individuals or groups interviewed or consulted and sites visited?	Noted but declined Earlier comments regarding ethical sensitivities suggest it is better not to name people. In addition, there were a number of people that joined an interview for a moment, made a comment, and left, and did not have their name recorded

Table 5.6 Responses from main feedback from UNDP M&E specialist (within tracked change Draft Report)

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Table 5.7 Responses from main feedback from project technical advisor (within tracked change Draft Report)

Reference in Draft Report	Comment / feedback	Response from MTE Consultant
Table 3.3	Technical Advisor supported the need for Principal Technical Officer and assisted with drafting ToR	Changes incorporated
	This is incorrect – contract only for 12 months.	
General	Minor spelling mistakes	Changes incorporated

Table 5.8 Responses from main feedback from Ministry of Finance (by email – General comments, and within tracked change Draft Report, following General comments)

Reference in Draft Report	Comment / feedback	Response from MTE Consultant
General	I found the report very difficult to understand in terms of the write up and the structuring thus couldn't finish reading it – it's frustrating trying to understand what it is really trying to say	Noted, though sometimes UNDP Guidelines require use of certain MTE language and concepts, and as a tourism project, some tourism language needs to be used to explain concepts efficiently
General	There are some parts to which I made some comments which i found the consultant did not really do a proper analysis especially his reference to delay in recruitment of consultants to which he made a footnote that conflict of interest was not a basis for disqualifying applicants??	The comments in relation to recruitment were reported by several Project Team members, directly to the consultant, and this has been acknowledged in the footnote within Section 3.1.1
Executive Summary – Project Strategy, second last para	Contradictory comment after it was stated that the project was ambitious and had insufficient resources???	Noted and addressed Comment removed
Executive Summary – Project Implementation and adaptation: sustainability, para 1	Consultant should look up standard procurement guidelines (GoS and both ADB/WB) where conflict of interest is clearly explained for him to fully appreciate the reasons behind this decision	Noted and addressed Comment removed
Executive Summary – Project Implementation and adaptation: sustainability, para 3	What procurement issues are these? Are these to do with development of ToRs, advertising or something elseor simply last minute procurement requests resulting in delayed procurement?????	Noted and addressed Comment removed

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